DOCUMENT RESUME

ED 200 289 JC 810 211

AUTHOR Jellison, Holly M., Ed.
TITLE Interface in Retrospect, 1978-1980.
INSTITUTION American Association of Community and Junior Colleges, Washington, D.C. National Center for Community Education.
PUB DATE Dec 80
NOTE 44p.
AVAILABLE FROM Center for Community Education, AACJC, One Dupont Circle, NW, Washington, DC 20036 ($3.50).

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS *College Role; College School Cooperation; *Community Colleges; Community Coordination; *Community Education; Educational Facilities Planning; Experiential Learning; Lifelong Learning; Noncampus Colleges; Older Adults; *Outreach Programs; *School Community Relationship; Two Year Colleges
IDENTIFIERS *Community Based Education

ABSTRACT

Essays in this collection examine the community college's role in promoting community-based education (CBE). James Gollattscheck outlines the defining characteristics of CBE. The essays by Robert Clausen and Steve Mills discuss cooperative efforts undertaken in Oregon and Colorado between community colleges and local school districts. Albert Green and Maryanna Hannula describe Richland Community College's (IL) efforts to involve senior citizens in an educational outreach effort. Douglas Kelley delineates the objectives and funding of the Greater Malone Community Council (NY). Lydia Gober and T. Jan Wiseman examine Kishaukee Community College's (IL) efforts to improve communications among community residents. Paul Elsner discusses the role of non-campus colleges in CBE. Paul Gianini urges colleges to embrace a philosophy of localism and play an active role in community planning. Robert Barber looks at Mohegan Community College's (CT) life-long learning program, which grants experiential credit. Paul Heath and Susan Peterson describe the contractual agreements between John Wood Community College (IL) and other area schools. Edmund Gleazer's essays examine the need for community colleges to communicate and promote their CBE mission and to provide education for the "vocation of citizenship." Papers by Joan Delaloye and Margaret Gratton examine outreach to the elderly. Finally, Robert Shoop and Jack Morris discuss the community college's role in initiating cooperation among community agencies. (JP)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED200289

Center for Community Education
American Association of Community & Junior Colleges

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

✓ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

INTERFACE

In Retrospect 1978-1980

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

W. Harper

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

JC 810211

Published by the
Center for Community Education

American Association of Community & Junior Colleges
One Dupont Circle, NW ▣ Washington, DC 20036

December 1980

Director, Center for Community Education: Suzanne M. Fletcher
Editor: Nelly M. Jellinek

Price $3 50

INTERFACE

In Retrospect 1978-1980

Contents

2 "Community-Based Education: A New Direction for Community Colleges"
by Dr. James F. Gollattscheck [May 1978]

3 "Community Colleges Can Help Initiate Community-Based Activity"
by Dr. Robert Clausen [March 1979]

5 "Planning and Building Community-Based Facilities: The Aspen Center"
by Steve Mills [August 1978]

7 "The C.H.E.L.P. Movement: Achievements and Effects"
by Dr. Albert G. Green and Maryanne Hannula [April 1979]

8 "Community Colleges and Community Councils--Partners for Community Improvement?"
by Douglas Kelley [May 1979]

10 "Kishwaukee College Means Community"
by Lydia Gober and T. Jan Wiseman [December 1978]

12 "Community Colleges Without Walls--A New Delivery for Community-Based Education"
by Paul A. Elsner [April 1979]

15 "Community-Based Education: A Team Approach"
by Dr. Paul C. Gianini [December 1979]

18 "Credit for Learning Acquired Through Experience"
by Robert Barber [January-February 1980]

21 "Demand and Supply: Using Contracts to Reduce the Cost and Improve the Quality of Education"
by Paul R. Heath and Susan L. Peterson [March-April 1980]

24 "Mission Revisited--AACJC Approach"
by Edmund J. Gleazer, Jr. [June 1979]

26 "Extending Continuing Education to the Elderly Homebound"
by Joan E. Delaloye [January-February 1980]

30 "Silver Threads Among the Gold: A Community Song"
by Margaret Gratton [May-June 1980]

33 "The Vocation of Citizenship"
by Edmund J. Gleazer, Jr. [May-June 1980]

36 "Agency Cooperation and the Community College: Mutual Benefits of Interaction"
by Robert J. Shoop and Jack W. Morris [September-October 1980]

Introduction

Over the past several months the staff of the Center for Community Education has received many requests for reprints of articles that have appeared in its newsletter, Interface. While Interface was temporarily combined with the former Older Americans Program newsletter, Update, similar inquiries were received by the OAP staff. The purpose, then, of this publication is to present a compilation of such articles as they appeared in the newsletter since its inception over three years ago.

The articles selected fall into two general categories: those dealing with current trends in the philosophy of community-based education and those describing particular programs that demonstrate the practice of these concepts. We have tried to include examples of the application of programs and services to learners of all ages in urban, suburban, and rural settings as well as those that illustrate cooperative efforts among colleges, local school districts, and community agencies.

Community-Based Education: A New Direction for Community Colleges

by Dr. James F. Gollattscheck

The evolution of the comprehensive community college of today from the junior college of the early 1900's has been well documented and is generally well known. It would probably be generally agreed that we are now entering the next phase of that evolution – the era of the community-based community college.

Nineteen seventy-four might be considered the year that the philosophy of community-based education became clearly articulated and the movement gained significant momentum. The publication of the article "After the Boom . . . What *Now* for the Community Colleges?" by Edmund J. Gleazer, Jr., President of the American Association of Community and Junior Colleges, included the first real definitions of community-based education and gave characteristics of the movement as well as statements of objectives.

At the AACJC Convention in February, 1974, community-based education was clearly spelled out as the new thrust of the organization. At the present time, community-based education is a concept of rapidly increasing interest and importance to community college educators, a concept finding its way more and more frequently into community college literature and discussion, but a concept as yet more talked and written about than practiced. Most community colleges have not been willing to completely rethink their view of postsecondary education and that is what an understanding and acceptance of community-based education requires.

Community-based education is a concept of postsecondary education totally different from traditional views of postsecondary education. Most who have defined it have been content to take traditional "higher education" and redefine the mission, the content, the students, or the delivery systems involved. In order to define community-based education in its totality, one must look at it from at least three different points of view. First, it is a philosophy of education and must be so defined. Second, it is a planning system leading to missions, goals, and objectives. Finally, it is a program of educational activities implementing the mission, goals, and objectives of the institution.

The first premise, then, within a definition of community-based education is that it is a philosophy of education, philosophy being defined as a basic purpose or point of view with an underlying set of values. Being community-based necessarily implies a value system for the educational institution. At its simplest level, the value system of the community-based institution places the *learning* needs of the student above the *teaching* needs of the institution.

The community-based institution offers alternatives. It recognizes that not everyone needs to learn the same things at the same time in life. Most traditional undergraduate requirements are based on the assumption that a person will receive all of his education during his college days. The community-based institution assumes that learning will be continuous throughout life.

The community-based institution recognizes that not everyone wishes or needs a two-year or a four-year degree. It also recognizes that many people do. It further recognizes that even those with degrees need lifelong learning. It places its emphasis and concerns on the issue of learning, not on degrees, credits, and credentials.

The community-based institution recognizes the community life support environment of the individual and that his well-being is dependent on the well-being of the community. The community, on the other hand, is dependent upon the effectiveness of its individual members. The individual and the community are, therefore, dependent upon each other in a relationship in which both may be mutually strengthened or destroyed. In a situation of rapid change this relationship becomes more vitally important than ever before.

The truly community-based community college is dedicated to the proposition that human renewal – the upgrading of every citizen in the community – is its primary and overriding purpose.

The community-based institution must continuously address itself to the two-fold philosophic and value-loaded question, *who* should learn *what*? The appropriate answer to this question is quite clear in terms of the community-based institution. The community-based college recognizes *all* of the individuals in its community as its potential students. The answer to the question of *what* the learners should learn is based on another question, what do the learners need to know? What do they need to know in terms of in-

dividual needs, the state, nation, and world? The community-based institution adopts as its curriculum those competencies, both knowledges and skills, that its learners need to have in order to be effective, productive citizens in the community, recognizing again that those needs change and that individual renewal is a never ending process.

The final plank in the philosophic platform of community-based education is the relationship between the institution and the community. Ultimately the term "community-based" implies more than anything else a special relationship between the educational institution and the community—a relationship in which the institution determines its direction and develops its programs through the college interaction with the community.

A second aspect of a definition of community-based education deals with the planning processes through which the institution develops its mission, goals, and objectives. Being community-based requires that the community be involved in all steps of planning.

The cooperatively-developed goals of the community-based institution grow out of its mission statement and further define the institution's commitment to working *with* its community to solve the problems of the community.

The third aspect of a definition of community-based education relates to the implementation of the institution's missions, goals, and objectives through its programs and activities. The educational programs of community-based institutions will be as varied as the institutions and the communities they serve, for if they are truly community-based they will have been developed through mutual interaction between the institution and its community.

This material is a partial text of an occasional paper written by Dr. Gollattscheck, which appeared in October, 1977, in the *Community Education Bulletin* a publication of the Center for Community Education, College of Education, Florida Atlantic University, Boca Raton, Florida.

Community Colleges Can Help Initiate Community-Based Activity

By: *Dr. Robert Clausen*
Community Services
Oregon Dept. of Education

From the start, the Oregon Department of Education federally funded community school project had as its primary goal to work with school districts interested in establishing new community schools. Through a "Talent Bank" of experienced community school practitioners, useful information was shared with school and community leaders in regional awareness sessions, district board rooms, and community meetings. The reactions were favorable, but there was a reluctance among school leaders to become involved beyond the awareness phase. This reluctance seemed tied to at least two factors. One, in most cases, the "Talent Bank" presenters were from a different part of the state and were not known to the listeners and, two, there was no money for seed grants.

What seemed to be needed was someone known and respected by school and community leaders who would work closely and continuously with them in the development of the community school. Already in place with strong community support was the network of community college community education/services personnel. They knew the local leaders and were on a first name basis with school superintendents, principals, and many teachers. A trust relationship had been developed. Classes

and activities requested by the community were scheduled in schools and other public buildings. Community college coordinators usually lived in the community. Few of them, though, were knowledgeable about community schools.

To broaden the scope of the Talent Bank and to take advantage of existing skills and relationships of community college outreach personnel, an intensive day and a half workshop on community school theory and practice was held. Community colleges were invited to send their top administrator in community education, along with one or two community coordinators. The team concept was an integral part of the workshop. All 13 colleges were represented. In addition to numerous local practitioners, Dr. Verne A. Duncan, State Superintendent of Public Instruction; Dr. Robert Hamill, Associate Superintendent for Community Colleges; Dr. Carrol de Broekert, Director of Community College Instructional Services; Mr. Larry Warford, AACJC Community Education Field Associate for 10 western states; and Larry Horyna and David Santellanes of The Northwest Community Education Development Center presented at the workshop.

Community colleges interested in putting their strategies to the test were encouraged to write brief proposals for small grants. Of the three submitted, two were from rural areas. Each approached the task differently.

Lane Community College, located in Eugene, the second largest city in Oregon, concentrated on interagency cooperation. Ten service agencies would be invited to explore and clarify mutual roles and relationships as well as areas of conflict or potential conflict. The initial meetings would involve mid-management representatives familiar with the intricacies of their agencies. They would develop recommendations for cooperative arrangements that would make improved use of available resources. Later meetings would involve agency chief executives who would respond to the recommendations.

The initial session was held at Heceta House, a former Coast Guard facility on the Oregon coast leased by Lane Community College. Seven agencies were present. Represented were Eugene School District Community Schools, Lane Community College, Eugene Park and Recreation, Willamalane Park and Recreation, River Road Park and Recreation, Springfield Public Library, and the University of Oregon Division of Continuing Education. Also attending were co-sponsoring agencies: the Northwest Center for Community Education Development, the American Association of Community and Junior Colleges, and the Oregon Department of Education. By the end of the second day, two major "clarifying targets" had been developed, complete with action plans specifying individual and agency responsibility.

The second session, which followed a month later, was designed for chief executives who were to be accompanied by the mid-management representatives. Several chief executives were unable to attend, although a major effort was made to work around schedule conflicts. Plans included a one-day in-service session for potential permanent council members in January, 1979.

Southwestern Oregon Community College, located in a rural setting on the southern Oregon coast, proposed to provide developmental and technical assistance to local school districts interested in starting community schools.

Contacts were made with all school superintendents, city managers and mayors in the college district inviting them to visit Clackamas Community College and Mt. Hood Community College. As a result, sixteen people representing ten agencies from five communities learned first hand about community school and community college cooperation through general information sessions and job-alike visitations. Members of the North Bend Community Schools Task Force able to participate in the visitation later helped the school district apply for CETA funding for a director and assistant director of "Community and Intramural Activities." While not encompassing the total concept of community schools, it was a positive move by local decision makers.

Technical assistance to members of the North Bay Community Activities Committee resulted in joint community and college classes and activities.

Another community, Myrtle Point, rural and quite distant from the college, expanded its college advisory committee to meet the needs of the total community. This expansion of concerns and the related activities changed the Myrtle Point program into a community school.

Two other areas now show interest in com-

munity school development. The college will continue to work with them.

The final evaluation report stated ". . . the project has met the objective of spreading the community school concept in a very positive light . . . the level of understanding for the community schools has been greatly increased by this effort."

Umpqua Community College, located in the rural lumber and agriculture community of Roseburg, set out to train a nucleus team of three local coordinators in the theory and implementation of a community school in order to gain the cooperation of three local school superintendents, conduct needs assessments in three districts, and coordinate activities of the college with local school districts and local agencies, such as parks and recreation, etc.

The superintendents of three school districts became interested in cooperative efforts. In Drain, a verbal agreement provided that the city and school district would begin a limited community school operation during the summer. Included were recreation offerings, classes taught by volunteers, and two college courses. Myrtle Creek also started a summer recreation program with activities and classes. Funding was from the city and the college. School facilities were made available. An agreement was reached to start a community school within the district. A coordinator position would be included in the next budget. The school district, town, and college seemed probable. In Roseburg, support for starting a Community School came from the school district, local arts councils, parks and recreation district, and the college. The school district indicated it was ready to implement a community school using currently employed district personnel. One school was selected as a model.

Umpqua Community College community education staff were frustrated somewhat by a lack of funds and a conservative attitude to move slowly when the people seemed ready to start. The final report for the mini-proposal indicates that their goals had been met. Movement toward community schools in the three communities is positive. Full implementation of community schools with funding and cooperation from city, school district, and college appears to be only a matter of time.

In summary, it is apparent that community colleges can be very helpful in initiating community school activity. With their strong local contacts, personal knowledge of the communities they serve, advisory councils, access of community residents to college space, and current use of school facilities for college course offerings, community colleges have credibility and follow through with local leaders that visiting specialist lack. Community colleges are able to offer shared funding and staffing that often encourages school districts, municipalities, and other agencies to alter staff and budget patterns in favor of joint cooperative efforts. The results of the three mini-grants verify the positive role that community colleges can have in community school formation and maintenance. It takes just a little understanding of the concept

Planning and Building Community-Based Facilities: The Aspen Center

by Steve Mills

As the cooperative movement in community education grows, new directions for community-school-college relationships are emerging. Where formerly there were implicit "understandings" about shared use of facilities and joint staffing, there is now a full range of cooperative funding, program development, and construction of facilities. One excellent example of a comprehensive community approach to education, including building facilities, is in Aspen, Colorado.

Colorado Mountain College, a public two-year college in Aspen, and the Aspen school district have

collaborated to develop several educational services, including an extensive "brokering"/clearinghouse function. Highlighting the full integration of school/college resources to serve community needs was the completion of a $315,000 facility, built by the college on school district land adjacent to Aspen High School.

The process began in November, 1968, when Colorado Mountain College opened a part-time office in Aspen to test community reception to off-campus college services. The college sought to deliver educational service to residents of a five county district of about 5700 square miles in the central mountains of Colorado. While CMC had two campuses, the Aspen office was a new venture in reaching out to communities. The Aspen office soon became a full-time operation staffed by two college employees.

The Aspen school district also began to focus on the "community approach to education." In 1968, a new superintendent of schools, Richard Lee, came to Aspen with the intent of designing a system that incorporated community resources into the schools. He began his community/school efforts with a modest evening adult education program supported by district funding.

Thus, by 1969, the school district and the college had the same commitment. The first formal arrangement between the school district and the college was an agreement that CMC would take over evening classes and administer and fund community-based activities in exchange for rent-free use of school district facilities. A pattern for the next nine years of operation between the school district and the college was established.

This type of agreement between school and community colleges was fairly common at that time. However, discussion and planning for the future went far beyond the operating agreement. In sessions between CMC staff and the Aspen superintendent, there began to emerge a broad based partnership. Topics ranged from general adult education and how the college might provide direct instructional services in Aspen High School to alternative high school, high school completion, and obtaining graduate level in-service training for teachers. While the school district had expanded its concept of K-12 education to include the "community approach," the college envisioned services to the community that would go beyond the traditional two-year program.

In the summer of 1970, Superintendent Lee began laying the foundation for expansion of services. He and three of the five Aspen School Board members visited the Southwest Regional Community Education Center at Arizona State University. They observed community school sites, spoke with the local directors, and met with the staff at Arizona State University. This contact prompted a three-year seed money proposal by CMC in 1971 to the Mott Foundation. The proposal identified the unique relationship between the college and school district, and requested that the college be the agent funded, rather than the school district.

With Mott Funding in 1972, 1973, and 1974, the college and school district sought to implement desired cooperative programs and explore the prospects of other local agency participation in the community education plan. Colorado Mountain College was not the only agent working with or utilizing public school facilities. In the summer, Aspen schools were locations for such activities as Ballet West, theater groups, and recreation programs. One goal of the Mott grant was to make a complete inventory of available space, identify participant groups, and establish schedules to accommodate each activity.

The inventory, completed in the summer of 1974, revealed the need for facility arrangement planning by the college and school district. The off-campus center in Aspen had proven extremely successful for the college, and the school district had gained substantial instructional and program assistance from the cooperative arrangement. The college began the planning process with a commitment of capital dollars provided a suitable location and facility design could be secured. Initial planning involved the school district, CMC, the city of Aspen and Pitkin County.

The four public agents worked for about two years to develop a plan that would be satisfactory and cost efficient. Existing buildings were assessed. Advantages of an in-town location, transportation, parking, consultation with developers—virtually all approaches to facilities—were evaluated.

However, difficulties soon became apparent. When discussion centered on programs, scheduling, etc., agreement was relatively easy. But, when the focus shifted to new construction or renovation, financing or who would control, consensus faded. Finally, it was decided that CMC and the school district would combine resources to place a facility on school land. It was hoped that once the building was finished, discussion on availability and use could begin with other groups.

In 1975-76, the actual facility planning began. The process included establishment of programs, assessment of existing space, and developing student/space requirements for each program. The agreed upon site was adjacent to Aspen High School. The new college facility was to incorporate space for day-time high school students while the high school would continue

to house evening adult students. The college would build the facility on school land under a 27 year lease arrangement and, when the lease expired, the building would become sole property of the school district. In addition, the college and school district were to engage in a "service agreement." The service agreement documented program exchanges, cost sharing, and a twice a year review.

The Aspen Center opened in 1977. The art and drafting departments of Aspen High School are totally contained in the CMC building. The college provides welding, photography, and ceramics classes for high school students and adults during the day. The administrative offices of the Aspen CMC operation are house in the center.

The process of establishing the jointly funded center in Aspen demonstrates how a school district and community college can effectively integrate services, sources of funding, staff, and resources. Although the difficulties of total inter-agency cooperation were never overcome, other community agents continue to serve officially and unofficially in an advisory role. In fact, other public buildings have been vacated in Aspen since 1976, and governmental bodies have looked to the college and school district for leadership in effective use of those buildings. The vision of complete integration of programs has been enhanced by the actions of the college and school district.

Complete information, including planning documents, lease, and service agreements are available from Janet Landry, Colorado Mountain College, Box 2540, Aspen, Colorado, 81611; or from the AACJC Center for Community Education.

The C.H.E.L.P. Movement: Achievements and Effects

by Dr. Albert C. Green, Project Initiator and Maryanne Hannula, Co-Director

The name Community Home Environmental Learning Project (CHELP) brings into focus a scene of grimly deteriorating neighborhoods—broken steps leading to paint-flaked houses. The sun dapples the spotty lawns and plays upon the heads of a band of senior citizens, carefully navigating the walks to knock on doors preaching neighborhood power. If we listen closely, we hear them refer to the local community college and to the city department of community development.

Their story is unique and full of promise. It began in August 1977, when Richland Community College's Office of Public Services, of Decatur, Illinois and the Decatur Department of Community Development joined forces for redefining their roles as community institutions. Designed to create jobs for those age 55 and up, the project performs a function to develop resources with the stalemated needs of deprived families.

Since its first year's funding in 1977, through the Illinois Board of Higher Education, (Title 1-A Community Service Community Education) CHELP has quietly won the support of the city fathers during a time of restricted funds and tightened budgets. Perceived as a grass roots program, the project was scheduled to improve the quality of life for Richland Community College's nearby neighbors.

Being centrally located and close to the people and their home environment,

Richland felt openly challenged to render services in such a manner as to balance educational opportunities for the community.

Home maintenance had lapsed outside. Decoration and sanitation was minimal inside. The walks were trash strewn with broken glass and dog litter. Dense populations contributed noise, pollution, dehumanization and the accompanying crime wave which hits declining neighborhoods. The concept of citizenship appeared lost.

A freshly recruited band of sixteen seniors were scheduled for training sessions, ready to absorb and polish skills in communication, counseling, and teaching. Drawing upon the faculties of Richland Community College, and its supporting institution, Millikin University, a wide range of developmental and supportive services were taught to this frequently overlooked human resource. Senior citizens role played, discussed issues, took diligent notes, and armed themselves with strategies for their employment as "Senior Friends" to the community. Carrying their trusty newsletters on "Ideas for Living for Adventure Seekers of All Ages," our enthusiastic band of sixteen hit the streets of targeted city census tracts with weekly lessons to share with their neighbors. "It's interesting," remarked one door-knocker, "I'm often in the neighborhood of my childhood."

Training experienced older people in educational outreach effectively serves to improve the quality of life for the trainer and the receiver. The Senior Friends built solid relationships through trust, mutual confidence, and a large share of "grandfather and grandmother power."

Previously isolated neighbors banded together and moved on to the next step of making their block a better block. Seniors led the action in forming block associations to answer widely ranging needs from vital crime and fire prevention, to more lighthearted but crucial needs, such as block clean-ups, neighborhood gardens, and labor swaps for improved home and environmental maintenance.

Across the nation we are experiencing a mood of uninvolvement. In contrast, CHELP neighbors work in cooperation on their blocks. Through organization and education, fresh new ideas for improvement and enhancement mushroom overnight. They are there, just waiting for latent talent and collective energy to be stirred for pride in crafts, cooking, gardening, decorating, child care, and others. Presently funded through April of 1980, the Community Home Environmental Learning Project is lending a hand in self-help for the Decatur community

Community Colleges and Community Councils

Partners for Community Improvement?

by Douglas Kelley

As the University of Michigan observed the centennial of the beginning of its School of Education on April 12-13, one participant had far more to remember and reflect on than others. Professor Howard Yale McClusky has been a creative participant in more than half the century of educational enterprise which was celebrated. He joined the faculty in 1924.

Dr. McClusky, who in 1951 was elected the first president of the Adult Education Association of the U.S., had, for thirty years, pioneered a Community Adult Education program that still has

much to teach community colleges. A main objective of the University of Michigan's Community Adult Education program during its active years from 1939 to 1969 was promoting the formation of independent, multi-purpose community councils.

In 1949, Dr. McClusky wrote the following about the meaning of a community council: " 'Community council' is a many-sided term. Combining the resources of many agencies, a community council . . . is designed to serve all the elements of the community (but) may center on one or several subjects (e.g., health, recreation, economic development, employment) related to community well-being. For purposes of this discussion 'the term community council' refers to that type of structure which is representative of major educational, civic, welfare, and economic interests, and which pursues multiple goals largely under volunteer leadership. It does not include planning and recreation commissions, youth and health committees, and such enterprises as councils of churches and of social agencies."

Prior to moving to the University of Michigan as a doctoral student in Adult and Continuing Education, this writer served from 1972 to 1978 as director of the Malone Extension Center at North Country Community College, located in upstate New York, twelve miles from the Canadian border.

Influenced in part, as had been Dr. McClusky, by the example of St. Francis Xavier University's efforts to relate adult education to the practical needs of community life in the depression-ridden Nova Scotia of the 1930's and '40's, this writer proposed and promoted the formation of a Greater Malone Community Council, to serve an area coterminous with the Malone Central School District.

The Greater Malone Community Council, Inc. incorporates the major characteristics of the councils fostered by Michigan's Community Adult Education program. It is multi-purpose and holistic in scope, taking an active interest in all the educational, cultural, recreational, economic, and social services needs of the community. It is primarily an organization of organizations: of nearly 50 dues-paying members this year, all but two or three highly motivated individual members are voluntary organizations, local public service agencies, or institutions. The Community Council in Malone operates as an independent entity, incorporated on a non-profit basis with tax-exempt status granted by the U.S. Treasury Department.

An idea of the results that might be achieved by a nationwide partnership between community colleges and community councils can be had from this summary of Malone Community Council achievements:

- The Community Council's Adult & Continuing Education Committee—which pre-dated the Council and called the meetings at which the Council was formed—enables representatives of half a dozen agencies in this field to meet periodically, to exchange information and to coordinate and promote each other's programs.
- The Community Council's Bicentennial and Historic Restoration Committee, active during 1975 and '76, succeeded in having two mid-19th Century stone buildings in Malone placed on the National Register of Historic Places, worked with the Chamber of Commerce to preserve over 20 historic murals of lasting value painted by a local artist, and successfully recommended the establishment of a seven-member Ballard Mill Restoration Commission.
- The Ballard Mill Commission, appointed by the Community Council, arranged for the purchase by the Community Council—and is well along with the $300,000 renovation—of Malone's Ballard Mill, a long-vacant, three-story 1901 wollen textiles mill on the Salmon River. The Ballard Mill Center for the Arts has now begun to serve the area as a 40-acre riverside park, multi-purpose community theater, and community college associate-degree crafts educational and production center. "Crafts management" students are being attracted to Malone from throughout New York State and other states as well, as a result of the Community Council providing the College with rent-free space for an innovative program.
- The Community Council's Arts Committee is operating and further improving the Ballard Mill theater, and with the help of the New York State Council on the Arts is presenting to the community an impressive and widely varied series of cultural events—nearly-monthly performances by such distinguished groups as the Montreal Symphony Orchestra, the Harvard Glee Club, along with local

dramatic and musical groups.

- The Community Council's Day Care Committee has acquired a building and C.E.T.A. funding to staff a much-needed pre-schoolers' day care center—now so popular it has a waiting list and plans a branch unit.

Two factors have been crucial to the success of the Malone Council's more ambitious projects: the close cooperation of local administrators of the federally-funded C.E.T.A. program, and the Council's securing of incorporated, tax-exempt status. Some two dozen C.E.T.A. people have been assigned to three of the Council's projects, and tax-exempt status has made possible the soliciting of grants from two outside foundations.

It can be demonstrated to community college faculty and administrators that fostering of multi-purpose, independent community councils is helpful to the community college in at least three important ways:

First, community councils provide helpful means of disseminating information about existing community college programs and services, through the many voluntary organizations represented at each council meeting. Examples: regular distribution at council meetings of community college course announcements and other college literature; frequent discussions of community college courses and programs in meetings of the council; and, tours of community college facilities by community-council members and their various organizational constituents.

Second, community councils can provide assistance to community colleges in improving the means of assessing present unmet community educational needs and in discussing what new community college efforts might be most effective in fully exploring and then meeting those needs. This activity can be carried on both in meetings of the community council's adult and continuing education committee and in general meetings of the community council.

Third, community councils can provide a vehicle for community colleges to be of aid in the broader community development process—a responsibility that many community college administrators have paid frequent lip service, but have apparently felt uncertainty about implementation without the risk of overinvolvement and fragmentation of effort.

If community council meetings are sometimes held in community college facilities, if community college staff members and students are among the active members and occasionally among the leaders of community councils, and if community college faculty and students are encouarged to be on the lookout for ways to relate college course fieldwork and extra-curricular club activity to the various projects of the community councils—then a potentially powerful alliance in support of community improvement is underway. It's happening in Monroe and it could happen in hundreds more communities

Sets of materials are now being prepared to encourage community college involvement in promoting formation of independent, multi-purpose community improvement councils. Further information may be had by contacting Douglas Kelley, 2222 Fuller Rd., 215A, Ann Arbor, Michigan 48105.

Kishwaukee College Means Community

by Lydia Gober
Director, Project CALL
and T. Jan Wiseman
Dean, Community Education & Services

Grade school student Deanna Troxel of Chana, Ill., recently learned the rapidly disappearing art of tatting from Mrs. Lois Kruse, a senior citizen also from the small village of Chana. A few miles away, the Genoa-Kingston Community Council sponsored a health fair which brought together many of the agencies serving this rural community. To the south, the postmistress of Shabbona, Myrtie Houghtby, retired a year ago and started learning the art of pottery through the local Community Enrichment Associaton (CEA). Last summer, she used her newly developed knowledge to help CEA teach children's pottery classes.

All of these educational situations have a common thread. They are part of the outcomes of a process-

oriented community education project at Kishwaukee College which helps communities develop their own resources. The college, located in Malta, Ill., is about 60 miles west of Chicago and in the middle of a rural agricultural area.

The college has been quite successful for the past five years in serving the nontraditional student through formalized community education classes in its several off-campus centers, as well as on-campus, plus the traditional community service programs. Last semester, about 40 percent of the college's total headcount was enrolled in community education courses. However, many of the needs of the rural communities were not being met. In January 1977, with the help of a grant from the Institute for Community Education Development, the college was able to start developing a process-oriented model of community development for the rural community college.

Over the past five years, two movements have been developing in this country. Community colleges have begun implementing a new dimension called community services, and public schools (K-12) have become increasingly more involved in the community education concept of "lighted schools." Both movements use similar vocabulary such as "lifelong learning, educational and recreational programs for all ages, community involvement, community problem-solving, and inter-agency cooperation." In some situations, community colleges and community schools have joined in partnership to better serve community needs.

The concept of community education is changing to encompass the much broader misssion of community organization and community development through maximal use of resources, such as the community college. Community education occurs most often in urban areas, where public schools serve as the base of operation.

It was with this background that Kishwaukee College started developing its Project CALL (Communities Alive for Living and Learning), which serves as a base in cooperation with school districts, park districts, and other community-based agencies.

The college's community is predominantly rural. This means that many of the social agencies cannot serve the area as well as in an urban-based district. As a result, many of the elderly of the area are isolated, lonely, and in need of assistance. Many of the young do not have sources for informal educational activities outside of the traditional school setting. Young and middle-aged adults do not generally have a focal point through which to help the community and its people in meeting and solving problems.

In addition, life in these rural areas is changing and several things are happening. The small farmer struggles amidst farm consolidation. Many of them hold additional jobs in order to survive. Elderly farmers retire and move to the villages, while many young families move to places where more opportunities exist. Towns and villages seem to be declining in population, forcing schools to close.

On the other hand, there is evidence that urban sprawl will possibly encompass these rural areas in 20-25 years. This paradox creates confusion and uncertainty while it insists on the need for community development planning.

The Kishwaukee College district has a population of only 80,000 persons and covers about 800 square miles. Within this rural district, three locations were selected as pilot project areas. These included the school district areas of Chana, Genoa-Kingston, and Shabbona.

The long-range "people" goals of the project included more communication among all community residents, stronger bridges over generations, increased participation in education of all types for all ages, knowledge and use of all available resources both locally and county-wide, improved services to rural areas, and an improved sense of community through the development of individual control over educational needs.

The project's short-range goals include the creation of functioning community councils to assess community needs and desires in community education for all ages; locating and developing community and agency resources, attitudes, and financing capabilities to serve the area needs; engaging strong community support in terms of facility sharing; training volunteers to aid in the development of community education; and, developing permanent resource and activity centers in each local area.

The project's process-orientation makes results seem to come more slowly, but the aim is to teach each community to deal with its own problems. In the year and a half of operation, the following accomplishments have been realized:

- each community has a functioning community council that meets monthly or more often;
- three training workshops have been offered the councils, each group participated in two combined sessions, and each group has had an individual session;
- there has been new sharings of facilities in each community. In Shabbona, the high school has been made available for community education programs such as Visual Arts Project classes, the community drama group, and adult volleyball. In Genoa-Kings-

ton, the city council provides office space including telephone. The elementary school gym, the township park building and the United Methodist Church have been used for adult leisure classes, mini-workshops, craft exchange group, and other activities. In Chana, a written agreement was developed between the community council and the Oregon School District granting complete charge of three unused schoolrooms and access to the gym and kitchen.

- programs have been implemented by each council based on needs assessment efforts. Shabbona, through its local Community Enrichment Association, presented a full-range summer program for all ages, started an annual Fall Festival, developed human service programs for senior citizens, and sponsored a drama group and a community calendar to improve local community communications. Genoa-Kingston started with a summer program for youngsters, adult classes, square dancing, and the health fair. Chana presented some baking clinics, open gym for families, a newsletter, a community-wide Homecoming Festival, and classes including the tatting class.
- Each community has experienced an increased willingness for volunteers to teach or implement programs. There has been a rippling effect that resulted from one person's involvement affecting another person.

The impact of the project is not measured in programs, but rather in the community-renewing processes that have been started in each community by the local residents and in the linkages developed among community agencies and other resources.

The creativeness of Project CALL carried through a recent workshop held by Kishwaukee College to introduce administrators and community lay-persons of other Illinois community colleges to the community-based project. Members of the three Project CALL community councils enabled workshop participants to have a complete community-based experience between their formal sessions of information sharing at the college. Each of the workshop members was able to attend a community discussion in one of the three communities, and then stay overnight in the home of one of the council members to get the full flavor of the rural community, the people involved, and the local problems.

The project is now completing its second year and has already shown that it has been very effective in helping the small rural communities in recovering some of the sense of community that had long been associated with the rural areas until recent years. It has opened community problem-solving at a critical time of change. The project has also indicated that community development and the training program cannot be only a one-shot program, but that the continuing central support and leadership of the college is essential.

Community Colleges Without Walls

A New Delivery for Community-Based Education

by Paul A. Elsner

Two recently formed community colleges, Coastline Community College in California and Rio Salado Community College in Phoenix, have entered the race to provide lifelong education. Race seems an appropriate metaphor, simply because we are in a fiercely competitive environment, where new entrants appear daily. Community colleges now must compete with educational programming generated by libraries, museums, proprietary schools, community schools, adult schools, university extension classes, and a myriad of other agencies and institutions who see lifelong learning as their primary purpose.

I am familiar with both Coastline and Rio Salado Community College. A member of the accreditation team that reviewed Coastline when it was formed, I was also involved in the formation of Rio Salado Community College, which opened in September 1978. Previously, I served as President of Peralta College for Non-traditional Study (now called Vista College).

Colleges like Rio Salado Community College and Coastline fascinate me by the sheer numbers they claim to serve. For example, Rio Salado

Community College, after only 120 days, boasted a 22,000 headcount of credit and non-credit registrations; and only four percent of its credit students graduated from the 1978 senior class of the feeding high schools in the Phoenix area. Rio operates in hundreds of locations, ranging from a sewage treatment plant to an auto junk yard.

Institutions like Rio and Coastline represent the most interesting phenomenon in community college education these days. When Edgar Snow visited China many years ago, he was quoted as saying, "I've seen the future, and it works." Well, I've seen Vista College, Coastline, and Rio Salado —they represent the future and most of it works. As one veteran Coastline administrator, now at Rio Salado Community College said, "At Rio the people vote with the feet. If they don't like the class, they stop coming; if they like it, they stay."

Community acceptance of these two non-campus colleges, and other like them, reflects what is really happening in community college education and what should happen in community-based education. They are a "first-order" of change.

1. Users of these community colleges are consumer-oriented. They take what they like and don't bother with what is not useful to them.
2. The students are "lifelong learners," who prefer to take courses on their own terms at their own times for their own needs.
3. Courses need to be packaged sensibly and conveniently to wrap around other personal or vocational needs.
4. Students who attend these institutions are intermittent. They come and leave; stop and go; take one course for a special need, making credit for courses seem less and less important.
5. Many students who come to non-campus colleges have attended traditional colleges. Over 800 students enrolled at Rio Salado already have college degrees.

Additional data about Rio Salado and, I am sure, Coastline, define the trends more clearly. For example, more than two-thirds of the students at Rio Salado Community College are in occupational programs, which is remarkable because Phoenix enjoys one of the lowest unemployment rates in the country—less than four and one-half percent. Also, students appear to be significantly older at Rio Salado. The average student age in the Maricopa County Community College District is 27-28, while the average age at Rio Salado Community College is 38. Similarly, the average student at Vista College is about 10-12 years older than the average student enrolled in the other community colleges. However, once these colleges get under way and establish themselves, I predict they will begin to appeal more to the familiar 18 to 24 year old cohort.

Beyond their significance as social indicators, there are other reasons why non-campus community colleges are important arrivals in the history of the community college movement. First, these types of institutions respond to the need for rapid restructuring of our community colleges. At the AACJC 1979 Assembly on Lifelong Education, Bob McCabe called for a restructuring of community college to respond to lifelong education. McCabe's paper thoughtfully outlined the need for restructuring budgeting processes, personnel policies, support services, organizations, and decision-making in our community colleges.

Being community-based and community-responsive takes more than just a re-writing of the mission statements in our catalogs. It takes a major overhaul of our colleges or, as an interim step, the creating of a new entity as a catalyst for change. When it authorized the start-up of the Rio Salado Community College, the Maricopa County Community College District Governing Board addressed the issue of community needs:

> Because we are in a planning mode, looking for possible additional sites and locations for new colleges, as well as defining the roles and functions of existing colleges, it is recommended that the District, during its planning process, test out the effectiveness of a college without walls approach to reach in the entire community on a planned geographic service area base. The features of this external college approach would include the following:
>
> 1. It would take existing personnel and resources from identified overhead in both the District Service Center and on occasions from college's overhead, as the base budget for this new college.
> 2. It would call for faculty volunteers for developmental work and planning who wish to be assigned to the new external college and who may wish to try new programs, plan new activities,

or design new instructional approaches for reaching the community.

3. The college's instructional delivery would be entirely staffed by temporary instructors. Full-time faculty would be brought on for planning, development purposes and they would come as volunteers from the other colleges, with reversion rights back to their home campus after a year or an agreed upon period of time.
4. The college would rely primarily on transferred administrative personnel; no more than three full-time equivalent managers would be recruited outside of the Maricopa County Community College District and these would include only persons with special technical abilities for starting up an external college type program.
5. The new external college will use no permanent facilities; would use either leased facilities or empty classrooms from high schools, junior highs, elementary schools and/or loaned or free office space, industry space, or businesses.
6. The college will be looked at as a testable model for reaching the entire community on a cost effective basis.
7. The new external college will test out such untapped markets as South Phoenix, Southwest Phoenix, the Sun City area, the Chandler-Mesa-Temple-Apache Junction area, Paradise Valley, the Buckeye, Goodyear-Litchfield Park areas, the inner city and such other service areas not fully developed in Maricopa County, including Gila Bend and the Wickenburg areas.
8. The new college would also attempt to examine all possible alternative delivery systems to the community, such as, radio programming, television programming, correspondence courses, cable-TV delivery, newspaper courses, and such other alternative approaches to instruction as are feasible.
9. The college would also be expected to serve all off-campus course delivery. Should territorial questions arise as to which college has which jurisdiction, the Chancellor would mediate these area responsibilities with the Presidents of the Chancellor's Executive Council.
10. The criteria for those areas which the existing college would still maintain would be as follows:
    a. Existing centers for heavy laboratory equipment and vocational type offerings already up and in place.
    b. Locations involving clinical or hospital arrangements, such as the nursing programs, etc., and
    c. Locations or centers where the budgets are already tied to the existing colleges with equipment and/or heavy laboratory capital outlays.
11. The new external college should be a standalone entity, not tied to any existing institution. It shall require a moderate office center and over its first and second year of development, may require offices in the five designated service areas for better coordination. The service area of Maricopa County will be divided into five areas. Each area Director will report to the administrative center for the new external college for maximum coverage of each area (2:3-4).

It was planned that area directors, covering the community, would build linkages with community schools, governmental agencies, businesses, industry, various service agencies, and other educational institutions, including the other six Maricopa Community Colleges. Rio Salado Community College was thus conceived as a broker of services and educational programs. Those programs Rio Salado Community College could not deliver because of facility limitations would be brokered back to the full service campuses.

If they are to be truly responsive to the community, it is important that non-campus colleges be permitted to define their own structures. But it is also important for such colleges to rely on the existing resources of other District colleges. The central administration, the faculty, and administrative councils of the District must learn to accommodate external college programs and to guide in curriculum review. Faculty need to be confident that external programs represent quality

education. "Quality" is not a "red herring" put up by adversaries of non-campus colleges; non-traditional programs and colleges do need quality control. They also need faculty review; but they should not be strangled by review processes that do not permit them to be competitive in the race earlier described.

Ed Gleazer recently remarked in an address before the Maricopa Community College faculty that the monoply of credentialing has been broken; there are many new providers of community college services. I also believe that Bud Hodgkinson is not facetious in his parody on "What Education Will Look Like in 1985." He speculates that many major corporations will be providing their own universities, colleges, or centers for programs in technical fields, writing, mathematics, art appreciation, and American history. Private industry will award its own degrees and certificates, and "credentials may transfer easily from education to the work-place and back again." (1:9)

The future of colleges without walls

I indicated that I viewed non-campus community colleges as a "first-order" change. I have said in another paper that it may be easier to create another institution than to overhaul or restructure existing community colleges. The reality we must face is that there are so many changes among providers of post-secondary education, both in this country and in other industrially developed countries, that we must seek second order and third order institutional forms to respond to this rapid change.

Rio Salado Community College and Coastline Community College must assume broker roles. They need more sophistication in community needs assessment and methods of probing the community for what is really out there. They need to establish sophisticated linkages with hundreds of agencies and institutions that need services, but also view themselves as providers of educational services to the lifelong learner.

Rio Salado Community College has already moved into over sixty industries and plants in the Phoenix area. But, beyond just brokering classes and courses, it should probably set up a corporate education division and begin seriously to link itself with the major industries in Phoenix. However, it cannot stop with one division or one center of activity. The same kind of community linkage should be carefully thought through to provide programs in human services, a vast and complex field that also needs to be "brokered."

Finally, it is best not to become attached to one model for providing service. While Rio Salado Community College was modeled after Coastline, it is already significantly different in many respects. One thing is sure, for the benefit of those outside "providers," both Coastline and Rio are strong contenders in the race.

Bibliography

Hodgkinson, Harold L. "What Education Will Look Like in 1985: A Future History" in *1979 Assembly Issue Papers*, AACJC, Washington, DC. (Unpublished)

Maricopa County Community College District, *Governing Board Minutes*, March 14, 1978. Motion #3851, p. 3-4. Chancellor's Report Items 1-13.

McCabe, Robert. "Restructuring Community Colleges for Lifelong Education" in *1979 Assembly Issue Papers*, AACJC, Washington, DC. (Unpublished)

Community-Based Education: A Team Approach

by Dr. Paul C. Gianini

The workshop described in this article is "Community-Based Education: A Team Approach," a title that is especially appropriate in light of the planning that is demanded by an effective community-based educational system. Such a system incorporates partners who have equal stature and includes the people of the community, businesses, educational and governmental agencies as well as the community college itself. Each plays a role in determining and identifying the needs of their community and how these needs can be met. It is my firm belief that this set of relationships is much more attainable in a rural, small setting than it is in an urban situation. Gollattscheck[1] has stated that:

"Before community-based educational programs, in all their aspects, can be deemed worthy of public support, those who govern and fund higher education will have to overcome a narrow view of the mission of postsecondary education which

has been (1) elitist, in the sense that is has been more acceptable to spend public funds on the student who can achieve the most, (2) aimed primarily at the young under the assumption that education should be preparation for life rather than a process carried on throughout life, (3) oriented toward an education which leads to a degree or to preparation for work ignoring the values inherent in education for self-improvement, enrichment and recreation."

What is usually perceived is the marginal nature of adult education activities at community colleges and I am sure that the legislative view probably centers on their efforts in being evening colleges, extension activities, community relations, or other methods of securing additional funding. Not only does higher education have to change their priorities, but to do so they have to educate the legislator aspect of education. There is no question that the concept of having teams at a conference on community-based education where both the community and the college are represented is an effective one since it is only when these two parties join that there can be effective community renewal. We know that in small, rural communities as people become ineffective and, indeed, obsolete, entire communities tend to become ineffective and obsolete. Gollattscheck[2] further states that:

"Community-based implies more than anything a special relationship between the educational institution and the community—a relationship in which the institution determines its direction and develops its program through interaction with the community."

Further, he stresses that the college is no longer a provider of just services but has become a co-operator with the community; a co-participant with the community that is involved in all steps of community-based education.

In a rural setting the college must emphasize its role as a change agent. In essence, it does become a community service when it attempts to merge community services and lifelong learning.

But rural community colleges are governed by local boards and chief executive officers who are prone to almost immediate community pressure. Mary Lou Zoglin[3] has stated that:

"Community colleges vary widely in their form of governance with decision making power residing at the institutional, local and/or state levels or shared by all three. But they do have one trait in common and that is a very close relationship with their constituency. This relationship tends to vary as the size of the college system increases or decreases."

Noted in a study by Boyd[4]:

"As the system size increases the visability of lay opposition groups tends to decrease and the system bureaucracy, the social distance to the college authorities and the ability of the system to maintain business as usual in the face of opposition tends to increase."

It has been found that external rather than internal issues more often excite citizen concern and activity in college affairs. Most community groups and organizations active in Chicago politics, for example, were found to be only peripherally interested in education but were centrally concerned about the consequences of college policy for the ecology of neighborhoods. The research has shown the opinion of the public tends to carry as much and often more weight than the expertise of the professionals who are hired by these institutions to study and recommend solutions to such issues as construction of facilities and finances.

In addition, the mass media are crucial to community relations not only as a vehicle for instruction but in terms of colleges working cooperatively with the community. Certainly no one in the media is going to argue against the goal of building citizen understanding of the services that colleges provide and how the services are financed.

Differences Among Institutions

Community colleges should become oriented to the concept of community-based education and they should assume the role of catalyst for the development of their communities and the people that reside in them. Such a move will not be without problems as evidenced in two basic questions posed by Gleazer[5]:

"(1) What are the criteria for success and how do we measure output and summarize it for fiscal, legal and managerial purposes?

(2) If we are to become something different, how accommodating is the current public policy climate in which we operate?"

More emphasis must be placed on community educational needs and the development of promotional delivery and evaluation techniques. To say that we are small is not an appropriate excuse for doing nothing. Art Cohen uses the example of the gentleman who is 5'8" and weighs 160 lbs., who looks at the other gentleman who is 6'2" and weighs 190 lbs. He says, "I am obviously different therefore I must have different problems, but I'm not sure what they are." The contention is that the

difference is in degree rather than in kind.

In his article on community-based community colleges, Ratcliff[8] notes that:

"Most non-urban community colleges have service commitments which extend beyond the campus community, yet the mission of these colleges as locally controlled and locally responsive institutions vitally persists."

Gunday Myran, President of the National Council on Community Services, has noted the community-based educational process as the mode that will "incorporate work and other community experiences into the learning process, and utilize community agencies and institutions as experiential learning centers, and utilize resource persons from the community in the instructional program."

There is a contradictory view between two of the leading higher education agencies in this country with respect to campus versus community-based education in rural settings. The Carnegie Commission on Higher Education, while agreeing with the American Association of Colleges and Junior Colleges that community colleges have failed to distinguish themselves in their community service functions, advocated that rural colleges should be campus-based and that these institutions should provide for dormitory space for students from the rural community that it serves. This obviously is contrary to the AACJC tenet of local service, local control, and community-based planning.

I tend to agree with Ratcliff when he notes that the error with the Carnegie Commission Report is that the writers discuss the "rural areas of community college districts as if only one town comprised the service area; that town is invariably prototypic . . . The Carnegie Commission campus-based philosophy and AACJC's community-based philosophy have their antecedents in the unresolved conflict of the role of community services in community colleges." This is not a surprising finding since social scientists as well as two-year college experts have yet to agree on the definition of what constitutes a community. There are sociological, educational, demographic and a myriad of other definitions available all contributing to the confusion that exists.

Unfortunately, the stereotype perception of a rural service area is usually seen as large, desolate areas, sparsely populated and those engaged in agricultural pursuits or towns constructed in and still living in a turn-of-the-century setting. No variation is seen among them and what is good for one is good for another. In its annual membership survey, AACJC noted that over half of the institutions responding considered themselves small and/or rural. When reviewing the list of institutions that categorized themselves as such, it becomes increasingly clear that the definition of rurality and/or smallness is almost an individualized concept as opposed to a national one.

The best measure of community-based education is in the amount of community responsiveness that takes place. The colleges to date by and large have been responding to a need that is identified in the community. The college itself has rarely assumed a leadership role in community development by identifying needs in the community. Community education has moved from programmatic emphasis to community-based problem solving that has as its goal the improvement of the overall quality of life in the community. Unfortunately the efforts of colleges are not always perceived as being helpful. Small, rural towns tend to be somewhat defensive and this defensiveness may cause the area to resist efforts to change and look upon the college as an outside agent intruding into their domain. The college's inability to foster cooperation may utlimately doom any efforts aimed toward community development.

Community development is a process and a community-based college and community education must be founded on the philosophy of thinking of themselves as part of the community as opposed to being apart from it and, one in which it is an institution that is giving of itself. The community and the college must have a line between them that is so grey and so vague that no one knows where the college begins and the community ends and vise versa.

Herbert Phillips, President of Lake City Community College in Florida, and then Chairman of the AACJC Commission on Small/Rural Community Colleges, undertook a nationwide study and called for exemplary practices in these colleges. Following are some of these examples submitted in the area of community-based education.

EXEMPLARY PRACTICES

Programs Focusing on Involvement In Local Decision Making

Six community colleges will attempt in the next three years to prove that they can help citizens to help themselves by becoming actively involved in the local decision-making process.

Selected as models for a national self-help project, the colleges will provide mechanisms to assist citizens in improving their lives and their communities. They will, in effect, become "one-stop shopping centers" for information, advice, and interaction on problems and concerns in their localities.

They were chosen by the National Self-Help Resource Center and the American Association of Community and Junior Colleges, Washington-based partners in the project supported by the W.K. Kellogg Foundation of Battle Creek, Michigan. The six demonstration institutions are: Lawson State Community College, Birmingham, Alabama; Cuyahoga Community College, Cleveland, Ohio; Wenatchee Valley College, Wenatchee, Washington; Colorado Mountain College, Glenwood Springs, Colorado; Southeast Community College, Cumberland, Kentucky; and San Juan College, a campus of New Mexico State University, Farmington.

The sites represent a diversity in terms of geography, constituency, approaches to the community resource center concept, and size. Wenatchee, Colorado Mountain, Southeast, and San Juan are in the small/rural category.

The project will test the viability of community colleges as community-based resource centers to improve the capacity for citizen participation in local decision-making through information exchange, citizen dialogue, networking among individuals and groups, and alliance-building.

Programs In Cooperation With Other Agencies

It is good use of resources to cooperate with other agencies in carrying out needed functions and programs. The college has the expertise and the agencies have the need. Either or both may have the physical facilities available.

In a rural area where facilities are often limited, Three Rivers Community College has demonstrated that cooperation with business, industry, municipal government, and federal programs can mean an entire campus. After eleven years as a "storefront" college, a permanent campus is under construction on seventy wooded acres near the edge of Polar Bluff.

Programs With Industry

Analysis Of Potential For Industry – Highland Community College (Illinois)

Highland Community College was awarded an Economic Development Grant to assist the surrounding communities in their efforts to analyze their various potentials and to attract industry in the area.

Programs For Senior Citizens

The Talent Bank – Edison Community College (Florida)

This innovative program is designed to recruit, screen, and utilize the highly skilled professionals who retire in the Fort Myers area. This untapped wealth of human resource finds activity in the college as advisors on county committees and in leadership roles for local volunteer organizations.

Program Involving Museums And Artifacts

Appalachians Learning Laboratory – Alice Lloyd College (Kentucky)

All programs have as their goals to encourage students to be both learners and contributors, to preserve a heritage, to understand the past as a guide to planning the future, and to use the community as a resource.

Through these programs students learn while actively engaged in purposeful field work. They examine and research the dynamics of life in Appalachia as preparation for life in a larger society.

[1]Gollattscheck, James F., President, Valencia College, Orlando, Florida. "Impact of Resource Development on Community-Based Education." Speech at National Council for Resource Development, Orlando, Florida, May, 1977.
[2]Gollattscheck, James F. Occasional Paper, *Community Education Bulletin*, Center for Community Education, College of Education, Florida Atlantic Convention, Boca Raton, Florida, October, 1977.
[3]Zoglin, Mary Lou. "Power and Politics in the Community College," ETC Publications, 1976.
[4]Boyd, William L. "Community Status, Citizen Participation and Conflict in Suburban School Politics." unpublished Ph.D. dissertation, University of Chicago, 1973.
[5]Gleazer, E.J., Jr. "Beyond the Open Door: The Open College," *Community and Junior College Journal*, 45(1), 6-12, 1974.
[6]Ratcliff, James L. *Peabody Journal of Education*, January, 1978.

Dr. Gianini is President of Spoon River College in Canton, Illinois and a member of the Commission on Small/Rural Community Colleges, an affiliate of the American Association of Community & Junior Colleges.

Credit for Learning Acquired Through Experience

by Robert Barber

"I began here 17 years ago, as a file clerk. Now I am secretary and office supervisor. I've picked up a lot of office skills and procedures and have learned a lot about dealing with people over the years. Could I get any credit for this if I went to college?"

Community college admissions officers, counselors, extension coordinators, faculty, and staff, throughout the country are asked similar questions daily. "Can I receive credit for college level learning I have acquired through life experience?" The question seems quite simple . . . yet . . . how many credits? . . . for which learning? . . . how is it verified? . . . where does it fit on the transcript? . . . and is it real credit?

In an effort to provide lifelong learning opportunities and meet the special needs of a wide variety of students, Mohegan Community College in Norwich, Connecticut developed a lifelong learning program for the evaluation of learning through life experience. The program's goals include: assisting students to formulate personal goals, identifying the educational experiences that assist in meeting personal goals, and helping individual students to identify learning already acquired through experience.

The Mohegan College project started in 1978 and evolved from requests from various community groups; e.g., the Regional Counseling Center, the Regional Volunteers Association, and local adult educators who were interested in assisting their constituencies receive recognition for learning acquired through experience. Resources acquired from the Charles Stewart Mott Foundation, Title XX of the Social Services Act, and the ACCTION Consortium project provided staff, educational resources, and staff training opportunities. The Mohegan project emphasized two major components: the evaluation of learning through prior experience of individuals, and the evaluation of learning offered by community-based institutions who provide educational services but not as a primary function; e.g., hospitals.

For the evaluation of an individual's learning through prior experience, the goal of the Mohegan project was to focus on establishing and refining the process for awarding credit. Working closely with the Council for the Advancement of Experimental Learning (CAEL), Mohegan has worked on the refinement of student portfolio development and portfolio assessment procedures. Each student requesting the review of his/her learning for credit is required to participate in the three credit course, Lifelong Learning Analysis and Portfolio Preparation. Through the course he/she develops a learning portfolio in which he/she articulates his/her educational goals, identifies the specific learning acquired, and documents experiences and learning outcomes.

For the evaluation of learning offered by community-based institutions who provide educational services but not as a primary function, e.g., hospitals, the Mohegan project developed and instituted a faculty consultant and review process. Selected faculty work closely with community-based institutions to identify specific learning objectives of the institutional programs, corresponding broad ranging instructional activities, and effective and consistent evaluation strategies. Concurrent with this was the development of a community-based recording and registration process, used for college and community-based programs. The result is that individuals who participate in these community-based programs receive and have recorded credit or C.E.U.'s for the instruction even though the college is not directly involved with the instruction.

Two major program components of the Lifelong Learning Program have contributed dramatically to the program's success; the Lifelong Learning Advisory Council, and a new transcript recording process.

Lifelong Learning Advisory Council. Mohegan Community College's Lifelong Learning Advisory Council represents college faculty, administrators, business and industry, regional counselors, and adult educators, each bringing diverse, but strong opinions on program philosophy, and the specifics of program administration. The Mohegan Advisory Council defined experiential learning as that learning attained outside the traditional college classroom; e.g., that learning which is generally attained through employment, the military, community and volunteer work, and leisure activities. Experiential learning settings, therefore, include but are not limited to in-service training, conferences, workshops, seminars, adult education, and independent study.

Part of the Lifelong Learning Advisory Council responsibilities are the review and assignment of portfolios to expert assessors in the appropriate field who make credit recommendations for each portfolio to the council. The credit is granted only for the learning acquired through the experiential setting, not for the experience itself. The Lifelong Learning Council acts as a monitoring and screening device; for example, the portfolio process is not designed for students who request credit based on CLEP, PEP, challenge exams, transfer credit, educational programs approved by the American Council on Education; e.g., Military Schools, or learning that duplicates previous classroom learning.

The Lifelong Learning Advisory Council also has had to establish procedures for student appeal, set compensation for assessors, make recommendations to the Board of Trustees on student fees and maximum and minimum credit awards, and review the Lifelong Learning and Portfolio Preparation Course syllabus. Other functions of the council include: conducting program evaluations, and determining the effectiveness of the program in meeting students', as well as community, needs, providing student counseling services, and working with other institutions on the articulation of credit awarded for learning through experience.

Transcript Recording. The process of recording nontraditional learning has continued to plague college registrars. The 1979 Registrar Convention in Chicago addressed the problem of recording experiential learning, C.E.U.'s, and non-credit-bearing instructional hours. As part of the Mohegan Lifelong Learning Project, a transcript model was developed for the recording of nontraditional learning. As pilot for the Connecticut Community College System, Mohegan has begun to integrate nontraditional learning experiences with traditional programs, reprogramming its data recording and retrieval systems to provide accurate and comprehensive learning histories for the nontraditional student.

The new transcript includes an identification of the learning, the recognition of learning by assignment of credit, C.E.U.'s, or instructional hours, the location of the instruction if not at Mohegan, and other information as required. Eventually the student's transcript will reflect a total learning history acquired through lifelong learning.

The Mohegan Community College Lifelong Learning Project is a component of the academic division of the institution and is an excellent example of the continued development of the community-based thrust of an aggressive community college.

The nontraditional student, in the past the "community service student," is now an integral part of the college community. The learning acquired has the same "legitimacy" of traditional programs, is awarded credit, and is recorded on the transcript

Mr. Barber is Dean of Community Education at Mohegan Community College in Norwich, Connecticut.

DEMAND AND SUPPLY: Using Contracts to Reduce the Cost and Improve the Quality of Education

by Paul R. Heath and Susan L. Peterson

John Wood Community College is the newest community college in Illinois and the only college in the nation that utilizes a contractual common market delivery system to provide the majority of its instruction. This unique delivery enables the educational buyer to "demand" a quality product in order to "supply" cost effective services to the residents of the service region.

Working almost exclusively through contractual relationships with nearby private and proprietary schools and with local industry, JWCC serves five counties in west central Illinois from its administrative offices in Quincy.

Development of the College

The story of John Wood Community College's unusual evolution is rooted in the history of postsecondary education in Quincy and the surrounding tri-state area. When JWCC was organized in the fall of 1974, it came to a region already rich in educational resources. Across the Mississippi River in Missouri were Hannibal-LaGrange College, a private two-year college located in Hannibal, and Culver-Stockton College, a private four-year liberal arts college founded in Canton, Missouri in 1853. Further north, in Iowa, was Southeastern Community College in Keokuk. Even though these schools are out of state, they are the most readily accessible educational facilities for outlying segments of the JWCC district.

Quincy itself boasted two long-established and highly respected postsecondary institutions: Quincy College, a private four-year liberal arts college founded in 1860, and Gem City College, founded in 1870 and incorporating a School of Business, School of Horology, School of Fashion Merchandising, and School of Cosmetology. In addition, instruction in technical fields was available at Quincy Technical Schools, which had grown steadily since its inception in 1963, until becoming one of the largest private technical schools of its kind in Illinois.

Given the variety and quality of postsecondary education in the area, duplication of programs and services at a new institution in a costly new physical plant was clearly wasteful and unnecessary. The approach taken, therefore, was to establish a common market of schools so that students attending JWCC

would have access to all the educational programs available in the area.

Contracting for Instruction

The legal basis of the common market system is the educational service contract. The contract enables JWCC to purchase both educational services and student activity privileges from the contracting institutions at a set fee per credit hour. Educational services are defined as "formal instruction, counseling, administration, assistance in placement and use of physical plant, including libraries." Student activity privileges include all student activities available to the contracting institution's own students.

Students are counseled, registered, and matriculated through JWCC, paying the low community college tuition rate ($12 per credit hour). At the conclusion of each academic term, JWCC reimburses the contracting institution for the credit hours generated by its students.

Since the College receives revenues from state and federal sources, tuition, and a local community college tax levy, it is able to realize its goal of making high-quality education available to District residents at a low cost.

The rate of payment for educational services is established through negotiations on an institution by institution basis, and in general is based on the school's instructional costs. A variable rate structure reflecting an economy of scale gives JWCC a cost break when credit hours generated at the contracting institution reach a certain level. This "bulk rate" concept is beneficial to both parties. JWCC can expand the number of students served without increasing the contractual reimbursement to a prohibitive level. At the same time, because the contracting institution is guaranteed the base rate up to a given student volume, it can make more accurate budget projections.

In 1979 the rate formula was further refined with the introduction of an inflation factor. The base rate for an institution is multiplied by the percentage of change in the Higher Education Price Index from the previous fiscal year to determine the fee per credit hour. This provides both a degree of standardization in rate structures and a means of determining an equitable rate. Further, it has the added benefit of putting negotiations in a more neutral framework.

This year, two-year contracts were drawn up with several of the contracting institutions. Once sufficient historical data has been accumulated, it may be possible to extend the contracts to cover longer periods. In the unlikely event that a contract is not renewed, a provision in the document provides for an extension of the contract for eighteen months beyond its expiration date so that JWCC students can complete their studies.

Industry and the Educational Common Market

Recently, JWCC expanded the common market concept by developing an educational service contract with a local industry in response to a need for trained specialists.

Harris Corporation, an international company with a Broadcast Products Division in Quincy, indicated a need for broadcast engineering technicians. JWCC responded and developed a degree program around Harris' extensive human and physical resources. For several years, Harris Corporation had been conducting technical education programs for the benefit of domestic and international customers. This training experience is now being utilized in the Broadcast Electronics Technology Program. Harris Corporation has constructed a classroom and laboratory at one of its industrial sites to house the program. JWCC obtained $35,000 in state funding for basic laboratory equipment and Harris Corporation made available over one million dollars worth of equipment.

The start-up costs for the College were approximately one-third to one-half of the usual start-up costs for a highly technical program such as this. Although few if any schools have the financial resources to stay current with costly, highly specialized technical equipment, students in the Broadcast Electronics Technology program receive hands-on experience with state-of-the-art equipment available at the industrial site.

Students receive their grades, credits and certificates or degrees from John Wood Community College. General education courses and

electives are taken through JWCC.

The JWCC-Harris venture is a prime example of how first-rate training in a specialized field can be provided by using the resources of industry in a cooperative common market arrangement.

The Student in the Educational Common Market

An educational common market is of tremendous benefit to the student. He can choose to take classes at the institution (or sometimes institutions) which best meets his educational needs, and at a very affordable price. The JWCC student may obtain an activity card, take part in campus life, and even participate in interscholastic athletics at the institution he attends. Furthermore, he may use the library resources of any of the contracting institutions.

A student living in the John Wood Community College District has a number of options for taking classes besides attending one of the contracting institutions. JWCC offers its own programs in Practical Nursing and Agriculture, since these programs were not available elsewhere in the District. In addition, the College's administrative facility in Quincy includes a large Open Learning Center featuring individualized, self-paced college courses in a number of subject areas, most of which are media supported. The student can enroll in the OLC at any time and exits upon completion of the course objectives. One-to-one pupil/instructor contact is emphasized.

Students in outlying areas may take courses at one of several Project Outreach Centers. Participation at one of the Centers was so extensive that a permanent satellite center was established in the summer of 1979, modelled after the Open Learning Center in Quincy.

JWCC itself offers the full range of student services at its administrative offices including admissions, advising, counselling, testing, and placement.

Mutual Benefits Through Cooperation

In addition to the benefits to the student and the taxpayer, John Wood has proved to be a boon to the contracting institutions. The private, four-year liberal arts college in Quincy experienced an influx of nearly 600 JWCC students during the 1976-77 school year which stabilized its declining enrollments.

Studies conducted since 1975 show consistently that over 70% of the students surveyed each year would have gone to school outside the District or would not have gone to school at all if it were not for John Wood.

The Future of Community-Based Education

A member of the North Central Association accreditation team that visited JWCC recently, remarked that more and more postsecondary institutions would be following the John Wood model to some degree in the future. Duplication of personnel, facilities, and resources can not be justified in a time of financial constraints, and a new generation of astute consumer/taxpayers will demand responsible planning and use of existing resources.

Looking at the John Wood operation, one sees many indicators of success. The enrollment at JWCC has increased from about 400 students when the College opened to over 3500 in its fourth year of operation. Students may choose from 65 curricula in ten different fields of instruction leading to degrees or certificates in the occupational program or to degrees in the baccalaureate-oriented program. The successful completion rate for students in all JWCC courses combined has been in the range of 84 to 92 percent each term. Further, this wide range of educational programs and services is provided in a very cost-effective way. Net Instructional Cost figures for the 39 community colleges in Illinois show JWCC well below the statewide average.

In the final analysis, the most interesting phenomenon of this cooperative approach to education is the way in which John Wood Community College has established a strong identity of its own.

Five years ago, the majority of people in the area were wary of establishing a community college district. The fact that District 539 is the last to be formed in Illinois attests to the presence of local resistance. When the arrival of a community college seemed inevitable, it was determined that the College should do

little more than serve a "brokerage" function, with a small administrative staff funnelling students in and out. Today, JWCC can truly be called a comprehensive community college that provides occupational and baccalaureate transfer programs, remedial/developmental programs, a full complement of student services, an extensive array of self-paced programs in the Open Learning Center, and a community service program.

John Wood Community College has proven that a public community college can provide quality education for its students via a contractual delivery system which avoids duplication through the sharing of physical and human resources. The contractual arrangements have been so well accepted that the JWCC Board and staff are now exploring the possibility of extending the concept further into the community, with the intent of utilizing other potential learning sites.

Adapting the Contractual Model For Your Institution

Although replication of the total JWCC contractual model is probably not feasible, there are many ways to apply the basic concept in other settings.

Traditional educational institutions should certainly analyze their service region to determine if a contractual arrangement could increase services to the student, improve the quality of their programs, or bring about cost savings.

Further, there are even more innovative (some might say revolutionary) ways to use a contractual concept. An institution trapped in the log jam created by stagnate faculties and union pacts could develop contracts for many educational services: library services, athletic programs, developmental education programs, placement services, etc. There are few, if any, limits to the type of services for which contracts can be written.

The future continues to look promising for the contractual common market system at John Wood. Four years of impressive growth, documented cost effectiveness, and a history of student successes have shown that the contractual concept as operationalized by JWCC is a sound one.

Dr. Heath is President of John Wood Community College. Mrs. Peterson is Administrative Assistant.

Mission Revisited—AACJC Approach

by Edmund J. Gleazer, Jr.

Changes in the economic environment and in the numbers of people graduating from high schools *and* the increased discussion about lifelong education suggest to editorial writers and to legislators the need for "a hard look at community colleges." That the missions should be reexamined.

An editorial in a Sacremento paper stated the case for public interest very effectively:

> "Change in funding and decline in enrollment . . . touch on more fundamental issues. What is the mission of the community college? To what extent should they offer whatever the community, or the students want? To what potential students? And to what extent should students be required to pay for the services provided? In its ideal form, the community college was going to make available nearly everything at little or no cost, providing a first chance to some and a perpetual second chance to all . . . Plainly in the age of Jarvis-Gann [Proposition 13 property tax cut in California] and its growing budget

restrictions, that ideal is rapidly falling out of reach. The task now is not only to find means of supporting the community colleges that will keep them economically and educationally sound, but also to develop a social policy that will, at the very least, keep that noble ideal from perishing."

A confrontation has brought this issue of institutional mission into sharp focus. The movement toward lifelong education has collided with concerns about taxation and inflation and questions about public services. Increasingly, we hear discussions about the need for priorities. We can't do everything—so what is most essential? Some say the effect is to move us back toward the "basics." Others say it is time to think about reallocation of our public resources in terms of rapid and substantial change in our needs and interests.

There is a communication problem with regard to this matter of mission. Community colleges by, and large are not well understood by the legislators. Legislators are more familiar with the four-year colleges.

The need for further understanding is not limited to legislators. There is evidence from around the country that many local citizens just don't know what the community college is and what it's about. Its very versatility has probably confounded the picture.

The awareness of community college presidents of the need to improve communication with state legislatures is registered in a recent survey by the National Center for Higher Education Management Systems. NCHEMS sought to determine priorities as perceived by college and university presidents. Communication was seen as the top priority by community college administrators. "Communicating our strengths to the general public," "Communicating our strengths to potential students and their parents," and "Communicating our strengths to state budget officials."

S. I. Hayakawa, semanticist as well as a U.S. Senator, says the symbol is not the thing symbolized; the word is not the thing; the map is not the territory it stands for. Hayakawa probably wouldn't say that a top need is to find better ways of *communicating our strengths* to state legislators or finance officers or students and their parents. He would say what we need to do is to bring into closer relationship the verbal world, the map, and the world that people know through their own experience, the territory. The word "college" is a map, but it may bear little resemblance to the territory.

Experience in the "territory" of community colleges gives one the impression of significant individual and social benefits. The map, the word, needs somehow to represent that reality. Strategies can be developed to bring that about. They must be developed *if* the map is to be used by the traveler, in this case by legislators enacting policy and taxpayers providing support, and students deciding whether to enroll.

Community colleges need to make their case. Perhaps one reason there are some difficulties in fostering understanding of community colleges is that the message to be transmitted is complex and changing and somewhat short of consensus in terms of priorities. By and large people are positive about the institutions. They do so much for so many. Now the question is, should the state ratify these kinds of moves? These are cost-associated and cost of government is being brought under control. What form of adaptation, what form of growth will be supported or not supported? Until a short time ago colleges would take people who wanted to come. States are now demanding to know who the people are and whether all of them should be served. Or how they should be served.

What it all boils down to is this: What is the case for community colleges? What do we want to be?

Governing capabilities of local boards are also under question. One of the primary issues facing the community college field, according to an AACJC survey of presidents, is that of the flow of decision making power from local levels to the state level.

It has been suggested repeatedly that the strength of community colleges has been in the local boards who know the local circumstances and can relate effectively to the particular needs of their communities. "But," says a member of a state board, "at both state and local levels, now, there appears to be an erosion in credibility of board members and instead of the board members, people presumably without vested interests serving as credible buffers, the institutions are right up against the legislature."

As funding from the state levels increases, the interests of state bodies in the management and accountability capabilities of local institutions are bound to grow. There are clues to appropriate action.

If there is an erosion of credibility of board members, that process needs to be reversed. Board

members must be required to demonstrate their capacity to be accountable for both their fiscal and educational stewardship. The board must require superior management. And local and state officials must work together to identify the levels at which decisions must be made if equity is to be assured at the same time that the institution maintains the capacity to take initiatives, to be quickly responsive to needs, and to demonstrate accountability.

The community college as an institution has a stake in this issue far beyond the matter of its governance. It rests upon the assumption that people at the local level can become proficient in dealing with many of the problems that affect their lives and, indeed, one of the purposes of the community college is to serve as a resource to people in developing those proficiencies.

Again, what is the case for community colleges? What do we want them to be? Obviously, if you hold to the view that communities are different, there'll be no single answer. But here is an illustration of a mission statement that might well fit many circumstances. Adopted just a few months ago, the opening paragraph reads:

> "The mission of the community College District is to identify the educational and cultural needs of the adults in its community and, to the extent possible and appropriate, meet those needs by providing and fostering cultural activities in occupations, college transfer and general education. The District seeks also to assist students by providing effective personal counseling and career guidance programs, activities to promote social growth, and specialized services to facilitate attendance and achievement."

The key element in that statement is—"to identify the educational and cultural needs of the adults in its community."

It should be pointed out, however, that the increased numbers of adults participating in learning experiences are those who have taken part in education earlier in their lives. The great numbers of those participating overshadow a critical deficiency in our society.

The numbers of those not participating in learning experiences also grow and the gap between the haves and the have-nots widens. We know who these people are. They are of lower income levels, they are of older years, they are of limited education, many of them are non-whites. Therefore, the central element in the mission of community colleges must be a deliberate aim to narrow that gap between the number of adult learners and those who are not. Community colleges must be aware and responsive to the people of limited options, those who are place bound, time bound, money bound, and constrained by other forces in our society. Community colleges must stake out their claim to this responsiblity.

They must be more than responsive. They must lead

Extending Continuing Education to the Elderly Homebound

by Joan E. Delaloye

While it is more commonly accepted today than in the past that education adds stimulation and zest to the lives of older people it is less frequently recognized that education also can have an important impact on older adults who are homebound.

In creating a unique educational program designed to reach shut-ins, the Division of Continuing Education at New York Community College, recognized that greater and greater numbers of older adults, neither sufficiently ill nor incapacitated to require institutionalization, are becoming homebound. Homebound, as defined in our project, refers to older adults who are incapable of leaving their homes unaccompanied. Many

individuals are homebound for such reasons as poor health, fear of crime or lack of adequate transportation. The loneliness and isolation this can bring to their lives is immeasurable and often devastating. The prospect of altering this situation, in no matter how small a way, became one of the challenges of the elderly homebound project at New York City Community College. If we could stimulate the world of the homebound elder, reverse the stagnation that lack of anything new can bring, we might enhance the lives of these elders and perhaps even delay or prevent their institutionalization.

To test this theory, a pilot project was conducted in 1975-76 in cooperation with United Neighborhood Houses (U.N.H.), a coalition of thirty-six settlement houses in New York City. We taught two courses to UNH's "Senior Companions", older adults employed as friendly visitors to the elderly homebound. The Senior Companions in groups of 15-20 took nine week courses in Sociology and Gardening which they shared with their homebound clients during their next visit. Each classroom session led by a qualified teacher was followed by the Senior Companions visits to their homebound student-clients sometime before the next week's class. In that way, a pattern of teaching and sharing knowledge was established. Back in the classroom Senior Companions talked to the teacher and each other about their visits and the problems and discussions with the homebound they had experienced. About sixty percent of the students, including homebound and visitor, completed the courses and received certificates from New York Community College.

Armed with the success of these two courses New York City Community College sought funding to enlarge the program throughout New York State. Funding was received in 1978-79 from the Administration on Aging under Title III of the Older Americans Act and from the New York State Education Department under Title I of the Higher Education Act of 1965. In September 1978, the project "Extending Continuing Education to the Elderly Homebound" was launched in New York State.

An important facet of this program has been the establishment of a consortium of colleges and universities engaged in a collaborative effort with social agencies to teach homebound elders. Since 1978, five institutions have participated including the State University of New York at Buffalo, Broome Community College, the State University of New York at Albany, State University College at Brockport and the State University of New York Agricultural and Technical College at Farmingdale. Centrally administered at New York City Community College, each participating institution appointed a coordinator to handle the program's local administration. Joint meetings have been held, as well as teacher training seminars and evaluation meetings to share experiences in implementing the project througout the State.

To cut down on wasteful duplication of services and wisely use existing resources the Division of Continuing Education carried out this program in cooperation with social agencies located throughout New York State. Many of the social agencies who work with homebound populations through Meals on Wheels programs, friendly visiting services, homemaker and home health aid programs were invited to participate in the program. By linking with these programs and combining resources the Division of Continuing Education at New York City Community College created innovative educational programs for elders. This approach also enabled us to develop relationships with community leaders, such as directors of senior citizens centers, nutrition programs, church groups and others which could be expanded upon to provide future joint programs for the elderly.

Prior to the start of this program, New York City Community College developed extensive educational programs for the elderly through its Institute of Study for Older Adults (I.S.O.A.) The I.S.O.A., which began in New York City in 1971, gives non-credit liberal arts courses to 6,000 senior citizens yearly in over 200 senior citizen centers, libraries, YWHA/YWCA's, union retirement halls and other

settings where older adults congregate. Older adults select their own courses in diverse areas including Psychology, English as a Second Language, Health, Biology and Economics.

Many teachers in the elderly homebound project were drawn from the I.S.O.A. faculty. In addition, some of the centers and other organizations we had worked with in the I.S.O.A. program showed interest in the elderly homebound project. In many cases our previous relationships with these agencies were expanded and heightened with the introduction of the homebound project. New agencies and groups, with whom we had no prior involvement, were also sought and collaborative relationships developed.

The elderly homebound program works in the following way: a group of 10-20 older adults (Learning Companions) meet weekly for ten two-hour classes at a local community site to study a subject they have chosen. These older adults are members of a senior citizen center or employed by a social agency serving homebound elders. Prior to the next week's class each Learning Companion visits at least one elderly homebound student to transmit what they have learned in the classroom. Printed materials are often distributed and shared with homebound.

Since 1978, 40 courses have been offered to 336 Learning Companions and 428 homebound elderly throughout New York State. Courses have been given in areas such as Psychology, Critical Analysis of Television, the Middle East, Drama and Sociology. Television is used extensively as an education tool. Television is both familiar and accessible to many shut-ins and its use in this project has enabled students to develop critical viewing skills.

By attaining the cooperation of local television stations and networks New York City Community College received advance television schedules that were used to develop course curricula. For example, "All in the Family" was assigned to Sociology students for a discussion of stereotypes and "60 Minutes" was frequently used in Current Events courses. Once received, television materials were distributed to teachers to develop curriculum and draw up written T.V. assignments for Learning Companions and homebound. In class, Learning Companions receive T.V. assignments which they share with their homebound partners. After viewing shows they discuss them and return to class to discuss the content of their homebound visits with the teacher and other Learning Companions. This process enables Learning Companions to learn teaching techniques from each other and their teachers which can be used when they encounter responses like fatigue, illness or lack of interest on the part of shut-ins. During the ten week courses teachers must accompany several Learning Companions when they visit shut-ins.

Because of the varying educational needs of homebound students we experimented with several teaching models. These included more frequent teacher visits to the homebound, direct teaching of homebound students, and teaching courses to roombound elders in nursing homes. In the first instance, the teacher of a Psychology course at the Bronx YM/YWHA visited all of the twelve homebound students in her class. It had been the third class taught by this instructor in the homebound program and she had come to realize the value and importance of the home visits for shut-ins. Her visits had several effects: the homebound were delighted to have a personal visit from their teacher, they had a greater sense of participation in an educational experience and the teacher was more aware of the educational needs of her shut-in students. She tailored future class sessions accordingly. Being isolated at home, it is easy for the course to become dissipated from homebound learners. The teacher also served as a role model for the twelve Learning Companions, who accompanied her on visits, on how to teach the homebound.

One of the Learning Companions in this class, commenting on the meaning of her visits to the homebound student, wrote the following at the conclusion of the course: "The woman (homebound student) I worked with

was extremely stimulated, as she had a weekly goal and looked forward to our weekly sessions, spending at least two hours discussing the work of the week."

A course on Current Events in the Middle East was given directly to the homebound at the Brighton Beach Library in Brooklyn. This course enrolled 17 homebound students, (although due to illness and other problems only 7 completed it). The course is an excellent example of what can happen when several agencies combine their resources and cooperate with one another for the benefit of homebound elders. The homebound students were recruited by the Jewish Association for Services for Aged (J.A.S.A.) from homebound elders for whom they provide a myriad of services. Project HEART, a local transportation unit, agreed to pick up students at their homes, bring them to the library for class and take them home. The library provided space for the course on the morning it was closed to the public.

In nursing home settings more mobile residents took courses that they shared with "roombound" or "floorbound" elders who had little mobility within the residence. In a Psychology course given at Hebrew Home for the Aged in Riverdale nine students participated including four roombound. About twice as many students initially showed interest in this course but the commitment it requires and the ill health of many of the residents prevented some of them from completing the course.

Through this course we saw some of the difficulties that can arise when offering the program in a nursing home setting. Many residents were hesitant to knock on the door of someone they did not know in the nursing home and initiate a conversation. Illness and doctor appointments also interferred. Too, this group preferred a lecture course to one in which they were asked to visit and transmit information to a roombound resident and then discuss their encounters in class.

Our experiences in this program led us to initiate a "buddy system" for the course currently being conducted at the Hebrew Home in "Parallels in Jewish and Black History." Students in class are paired with each other before the course begins. If one student cannot attend class one week his "buddy" discusses what transpired in class that week with him. Students are also encouraged to meet every week to talk about what occurred in class even if both have attended a session.

From its inception the program faced many challenges and obstacles. Would Learning Companions be willing to spend their personal time visiting the homebound? Would travel and safety factors hamper their visits? What would be the reaction of homebound students to an educational program? Would social agency staff be able to expend the time needed to recruit students and match them?

Many Learning Companions have gotten tremendous satisfaction from the courses they have taken and gained confidence and a sense of helping others through the sharing process with shut-ins. In some cases, they have continued visiting shut-ins when the course was completed. Other Learning Companions were less successful and experienced difficulty in communicating with the homebound.

This was evident in the Psychology course given at the Woodhaven Senior Citizen Center. Although all Learning Companions were matched with homebound many did not know how to transmit what they were learning and were reluctant to try even with a shut-in they knew. Although encouraged to visit their shut-in partners many were hesitant to do so. It is enormously difficult to contend with many of the social problems we face in society today. Individuals are fearful of travelling and visiting a stranger even in their own communities. Travel and safety issues remain particularly difficult in New York City. Learning Companions visit shut-ins within walking distance or a short bus ride from their homes. In 1979-80, the project allows a small stipend for Learning Companions to cover such travel expenses. Learning Companions occasionally visit shut-ins in pairs but in some areas this provides little protection and fear of crime or unfamiliar territory remains a problem.

In spite of the many difficulties that emerged in organizing this educational project we have begun to reach our project goals. The project has involved 336 homebound elders and 428 Learning Companions in a higher educational experience often for the first time. We had originally hoped to recruit 1800 homebound elders and 1500 Learning Companions under funding from both grants. Having met such success in our 1975 pilot project with United Neighborhood Houses we were unprepared for the challenges we would meet in implementing the project throughout New York State. Unlike United Neighborhood Houses most agencies did not have intact programs for the homebound that could incorporate our project. Considerable social agency staff time was needed to set the program in motion.

The project demonstrated that community colleges can develop significant relationships with social agencies and other educational institutions and combine imaginatively the separate resources available to each for the benefit of the homebound elderly.

We also learned that there is a great need for an educational program that stimulates the mind and spirit of homebound elders. Many shut- ins receive important services that meet their physical needs but ache with the pain of isolation and lack of social contact. We have seen elders shift from absorption in their problems and physical ailments to being able to engage in stimulating discussion and improved communication with their Learning Companions. Learning Companions have gained in self-confidence and knowledge and have participated in a project designed to make the community more aware of the needs of its elderly population. A Learning Companion in a Current Events course that has just begun at the Church of the Master in Harlem remarked, "Most of us live alone and need something like this (course) to express our views and exchange ideas. People need this so they can communicate with others. I am glad we are having the course." This project has addressed these needs

Ms. Delaloye is Program Coordinator of the Elderly Homebound Program at New York City Community College and was a 1978 recipient of a C.S. Mott fellowship from the AACJC Center for Community Education.

Silver Threads Among the Gold: A Community Song

by Margaret Gratton

For those old enough to recognize the title, "Silver Threads Among the Gold" is a sentimental song of enduring love in the autumn of life. However, in the small community of Sandy, Oregon, "Silver Threads Among the Gold" is the little community school activity that grew, bringing love and joy to literally hundreds of community members and national recognition to Sandy community educator, Judy Sheppard, founder of the program.

Three years ago Judy included a very brief invitation in her quarterly community school brochure asking children to join in after school visits to St. Jude's, a local nursing home for elderly and developmentally disabled adults. The first visit involved less

than 10 children and Judy, their community school leader. However, the stage was set for a beautiful community drama of caring, compassion, and humanistic growth.

Now, nearly one hundred children per week are in St. Jude's as well as Orchard Crest, another Sandy nursing home. The Charles Stewart Mott Foundation provides program funding for activities and disemmination of information, in cooperation with the Sandy Elementary School District and Mt. Hood Community College in nearby Gresham. Two local television stations have produced special features on "Silver Threads" and newspaper coverage is nearly continuous. Last fall the program was presented as one of eight innovative community education projects featured in the "Model Series" at the National Community Education Association Convention in Boston.

But the real phenomenon is not the enchantment of the media or the barrage of requests for more information or invitations to lecture and conduct workshops. The substance of the program is in the merging of young and old, the sensitizing of the community to a "hidden" population, and the energizing of institutionalized persons. It provides a humanizing experience for children who learn to weave love through the realities of aging, infirmity, and the final passage of death.

Orientation sessions for children prior to initial visits to the nursing homes are very important. In the early stages of orientation, coordinator Judy Sheppard begins with basic information about a nursing home environment to prepare the child for unusual odors and sounds. It is explained to the children that older people believe youngsters to be very special and will want to hug them or shake hands, sometimes unexpectedly. Every effort is made to help the child develop a sense of decorum and sensitivity so their visits will be as pleasant as possible. Recently, other health agencies have become involved in training and "Silver Threaders" will learn about heart attacks, diabetes, epilepsy, and convulsions; the nature of strokes will be discussed in terms of paralysis, speech impairment, or poor muscle coordination. The underlying principle of the orientation is that mockery, ignorance, and fear diminish with understanding. Then the door is open for love. At St. Jude's, the very elderly are named "swans" and the developmentally disabled are "butterflies".

The "Silver Threads Among the Gold" concept is simple—bring the children and residents together as often as possible. This requires intensive planning and preparation time. A variety of crafts and activities must be arranged, refreshments planned and, or course, time allotted for spontaneous visiting and exchange. Care must be taken to avoid over-stimulating either the children or the patients.

When trusting relationships were formed in the Sandy program, Judy requested permission to take mobile patients on field trips with the children. This was a major challenge, for some residents

had not been anywhere for a very long time. "Silver Threaders" and friends now have attended the Oregon symphony, visited the zoo, and toured Portland International airport; they have been out for pizza and banana splits; they have ridden elevators and escalators, enjoyed Christmas decorations at a local shopping mall, and attended Sandy High School drama productions. Frequently the residents come to Sandy Grade School to have lunch with students.

As the grade school children have grown in awareness and skill, Judy has sought new dimensions of training and experience for them. This year they began CARE (Classrooms Adopting Residential Elders). After consulting with instructors, Judy assisted several classes in selecting and "adopting" a specific nursing home patient, considering such things as communication level, responsiveness to certain age group, and ability to relate. Classes are encouraged to have monthly contact with their special person, sending cards, letters, crafts, and also visiting. One group is working on a quilt and another has completed a "family" scrapbook filled with notes and pictures of each child, which will be presented to the adopted resident.

Children participating in "Silver Threads" have ranged from eight to twelve years in age, but last year Judy helped Sandy pre-school children get involved. Twice a week, the pre-school toddlers and mothers meet for an hour and a half at the nursing home. While mothers and little ones sing, tell stories, do craft, play blocks and make puzzles, residents are free to watch or join in. The basic exchange is, again, ver simple. Pre-schoolers love to be held and certain residents really love to hold the babies.

Participation in "Silver Threads" has brought a new wisdom and depth of maturity to children learning to extend themselves beyond familiar and safe boundaries of family and classmate friendships. But this is only one of many benefits of the program as it spreads from Sandy to surrounding communities and cross the state of Oregon.

The vitality brought to the residents is a positive therapy resulting in almost daily rewards. Zest for living, improved personal hygiene (dressing up for- "Silver Threads" events), new energy and alertness from conversation and increased physical activity, and the broadening effect of field trip outings all have been noted.

Involvement has touched community churches, service organizations, the city, school programming, and numerous private families. Local church groups have provided art-work and made bulletin boards for the nursing home. A women's group donated individual Christmas presents for every resident. When it was learned that one elderly woman often dreamed of picking huckleberries in the mountain woods, 4-H children baked huckleberry pies and brought them to the home. Local Girl Scouts volunteered to assist in bringing nursing home residents to the Sandy Community Center to join in Senior Citizen activities for additional social exchange. The Clackamas County Association for Retarded Citizens

has been helpful in organizing summer activities and is planning a workshop on children working with mentally retarded adults.

Theories on community education cannot adequately convey the emotional and human impact of this kind of program. Within such terms as inter-agency cooperation, community resources, model programs, needs assessment and others there is inherent a dimension for compassion, caring, and love. But these qualities can be expressed only through the moving human stories that come forth from the application of community education principles.

When the community of Sandy gathered recently for a Town Hall meeting, "Silver Threads Among the Gold" was cited as a human service surpassing the expectations of planning commissions. But the children say it best. "I used to direct my attention to one person," observed one "Silver Threads participant, "Now I walk around and spread my love all over."

Ms. Gratton is Director of Community Education and Services at Mount Hood Community College, Gresham, Oregon.

For further information about "Silver Threads Among the Gold," contact: Judy Sheppard; P.O. Box 502; Sandy, Oregon 97055.

The Vocation of Citizenship

Opening Comments—Sixtieth Annual Convention of the American Association of Community & Junior Colleges: March 31, 1980.

by Edmund J. Gleazer, Jr.

Here we are—some 3000 people from all parts of North America, from India, the United Kingdom, Taiwan, etc. We have come to the country's most photogenic city to confer about our common educational interests. It is safe to say that no matter what our place of embarkation our considerations at this 1980 meeting will deal not so much with the internal operations of our institutions, with the tuning of the mechanism, as with the effect of powerful forces in the social environment on what we think we want to do and ought to do.

There are no geographical shelters, no exceptions, no sanctuaries for any institutions, public or private. In dealing with the emerging realities in our environment, we are in common cause. Those forces that promise to shape us, interestingly enough, are not acts of God, to use the quaint phrase of the legal world, but result from the behavior of decision-making people. The ravages of inflation are not the result of some great natural catastrophe but a function of human behavior. What we call the energy crisis results not from a drying up of the wells or the exhausting of the mines, but choices people have made when confronted with a range of alternatives.

If indeed it is human behavior which is at the root of many of the serious problems we

confront, what then are the implications for those of us engaged in the field of learning? Is it not the prospect of changing human behavior that supports us in our stewardship? The results are favorable enough to encourage our continuance. Your very presence attests to more than a little success. We have prepared people at the lower-division level to do well in their studies at the University of California. The community colleges have become the major supply source for registered nurses. We are in partnership with business and industry to develop skilled personnel in trades, crafts, management of service enterprises. By many measures the learning experiences in community colleges have led to the achievement of personal and vocational objectives.

What then is the problem? We see increasing indications that highly significant aspects of individual and collective behavior have thus far been granted only secondary attention by our community oriented institutions. Now what might be called the "quality of life debate" insists that we carefully examine our institutional values and priorities. A recent observer of developments in Sweden puts it this way:

"Things have indeed become less simple. After the unparalleled growth and optimism of the 1950's and 1960's, the 1970's have been marked by a gathering consciousness of problems so complex that they could scarcely have been foressen in 1945. A formidable list of discontents bears witness to the conclusion that prosperity and security, the cornerstones of Swedish post-war policy, have not brought universal happiness. There is instead widespread abuse of alcohol and drugs; underemployment, stress, absenteeism, and dissatisfaction in the work-life; bureaucratic snarls, high taxes that discourage incentive, accompanied by more and more tax evasion and recourse to the grey market. The level of trust in politicians has declined, and the average individual clearly feels increasingly powerless to control or even to comprehend the conditions of life."

In the words of the official Swedish contribution to the UN World Population Conference: "Although fundamentally [illegible] eastern philosophies and to the way of life of pre-literate peoples, the 'quality of life' concept has been dismissed by many in the industrialized world as vague and devoid of operational content. Yet recent experience of growing dissatisfaction with the conditions of contemporary life indicates that to ignore this aspect is to imperil each of our separate efforts towards meeting human needs.

I have referred to these comments about Sweden because just as in the U.S. the winds of social change often blow toward the east from the west—hula hoops, Proposition 13, etc.—so do developments in Scandinavian countries tend to appear in time in the other western countries. And I bring these thoughts at the opening of this convention because I believe that the community college can and must play a key role in stimulating cultural and political activity among the citizens, the elevation of idealism, and expression of democratic values. A controlling purpose of community colleges will be the practical one of "training for the vocation of citizenship."

I would be honored to take credit for that idea but I must reveal my sources. In 1915, Alexis Frederick Lange, one of the key men in the growth of the University of California and in the development of junior college theory, urged that each junior college have a department of civic education. Such a department, as he envisioned it, would "occupy a central position in the institution," it would be "cardinal" not merely coordinate with other departments. "Citizenship," he said, "is an inclusive vocation, itself being an essential phase of the one master vocation for all of us, that of becoming, individually and in groups, progressively and dynamically human."

Lange spoke in terms that appear to be timeless. In his 1915 paper he said, "To a California school man who has seen a dozen junior colleges spring up within the last 5 years, it seems no longer Utopian to plan

and work for a time when each city and each county of the state would have at least one junior college." For those of us who have an interest in pursuing matters of community college mission, he also introduces language as up-to-date as the present although spoken 65 years ago—"Such a consummation (referring to a junior college in each county) depends largely, apart from ways and means, on *how clearly the junior college becomes conscious of its mission, on how fully it finds itself and its place* in a state school system in the making."

Central in that mission, he asserted, would be the provision of learning experiences "for securing the same intelligence as to civic situations and problems, the same skills in dealing with them, the same devotion, the same pride and loyalty, that are required for the really successful practice of any vocation."

He called for more than just academic study, he urged action. "Their studies and other activities must be expected to have greatly quickened their communal sympathies and deepened their sense of indissoluable oneness with their fellows . . . they are possessed of the will to participate vigorously, militantly, if need be, in advancing community welfare."

Lange spoke of the need for these institutions to train public servants for "the complex activities of a municipality," to "furnish experts in communal affairs . . . ," "to make the junior college as widely and directly useful to the community as possible."—"To make surveys with a view to finding out what needs exist and how they are to be met, to develop social centers" and "settlement work." He further suggested that much of the work that is now done under the name "university extension" could be done and done better by the junior college under the auspices of the "department of civic education."

Many of our activities border on "civic education." The Civil Service College here in San Francisco would be of interest to Lange. Community forums, the Michigan community college services in developing trustees and directors for community organizations, the study circles developing in New York State for consideration of community issues, all bear upon that theme. However, as I see it "civic education" has not been central to our work. Now it is painfully evident that perhaps never has there been greater need for informed, highly motivated, and enlightened citizens to deal with complex social problems and issues. Community colleges now serve more than half of all students beginning their college work. They are a major resource for adult learners. Those adult learners are by-and-large taxpayers, citizens, and voters. If civic education were central in our purposes, I wonder what the results of the vote would be on Proposition 9 in this state on the third of June. Proposition 9 is a critical policy question not only for this state, but likely for others as well. In effect it cuts in half state income taxes and follows on Proposition 13 which sharply reduced property tax revenues. Without question, the possible results need to be carefully considered as part of the "quality of life" discussions.

Let me close by reminding you of how successfully community colleges have adapted to changing circumstances. Now, in this period of social change, I can think of no more socially useful task for community colleges than "training for the vocation of citizenship." "To develop the same skills, intelligence, devotion, pride, and loyalty, as for the successful practice of any vocation, to nurture communal sympathies and their sense of oneness with their fellows and to strengthen the will to participate vigorously, militantly if need be, in advancing community welfare."

That note, the vocation of citizenship—advancing community welfare, sounded here in California, in the early days of our movement, is a timely signal with which to begin this 60th annual meeting

Dr. Gleazer is President of the American Association of Community & Junior, Colleges, Washington, DC.

Agency Cooperation and the Community College: Mutual Benefits of Interaction

by Robert J. Shoop and Jack W. Morris

In his new book *Values, Vision, and Vitality*, Edmund J. Gleazer, Jr. states that "a primary function of the community college is to aid those in the community who want to learn how to secure certain basic necessities."[1] He feels that the community college in the 1980's must directly address critical needs in our society. The community college must take its place as a community agency that is actively facilitating the community to address such basic issues as "housing, aging, citizenship, and how to deal with the emerging future."[2] Gleazer further states that the community college is challanged to facilitate learning in the community. However, he clearly realizes that the community college cannot do this job alone.

The community college, because of its historical commitment to human service delivery, has the opportunity to initiate the process of developing a comprehensive program of human service delivery.

The time has past when each service agency could afford the luxury of working independently of one another. "A number of factors have combined to bring the issue of interagency cooperation into the forefront of any discussion of human service delivery. Perhaps the most obvious of these is inflation."[3] As a result of inflation officials of community colleges are faced with a three pronged problem: it is becoming more and more difficult to raise funds, there are an increasing number of agencies competing for a limited amount of money, and operating expenses are going up at an alarming rate.

In most communities there is a wide assortment of organizations, associations, governmental agencies and private agencies that share the common goal of improving the quality of life in their communities. However, because each of these organizations has its own history, structure, target population, funding source, and facility, each agency often operates in isolation from the other agencies in the community. This isolation can result in needless duplication of services, fragmentation, competition, and conflict.

It is becoming apparent that the community college is not the only organization that has as a central aim "to involve the citizenry in learning opportunities that result in a better community."[4] This aim is also shared by many four year institutions, departments of recreation, public school districts, joint area vocational schools, YMCA's and YWCA's, technical schools, free universities and many other organizations. The difficult task that is before each of these organizations is developing and articulating a collaborative service network.

There are several assumptions behind the acceptance of the need for cooperation between all agencies in a community. Some of these assumptions are: 1) economically, it is often unsound to duplicate existing facilities and services in a community; 2) philosophically, most service professionals believe that cooperation is healthier than competition; 3) it is more logical to serve one specific need well than to partially serve many needs; 4) there is more need for service in any community than there are services available; 5) needs constantly change in a community and a systematic method must be created to monitor and respond to these changing needs; 6) there are many services that have logical relatedness and might be combined to better meet the needs of clients; 7) in order to provide services at a location that is convenient to the people,

12

space will need to be shared; and 8) administrative costs can be reduced through cooperation.[5]

It must be remembered that the primary concern of any service agency must be the people that the agencies are designed to serve. The services that the community college offers must meet immediate community needs, be easily accessible to the people, be affordable, and be responsive to changes in the community. The likelihood of these criteria being met is reduced significantly if there is not a comprehensive and cooperative program between the community college and the other service agencies in the community. The community college must face its responsibility to work with other service agencies in the community. By operating independently it is possible to achieve short range goals. However, no long-range solutions to the causes of a communities problems can be reached without a coordinated program of interagency cooperation.[6]

The community college is in a unique position to serve as a convener in bringing other agencies together to begin this process of cooperation. Gleazer agrees that "through its vertical connections in the educational hierarchy and its horizontal relationships with other community agencies, the community college can literally be the 'middle man'."[7]

Another, and perhaps more important reason for the community college to take a leadership role in making the human service delivery system more responsive to the needs of the community, is the basic philosophical premise under which the community college developed. "When we speak of community, we mean more than people living in the same locality, even more than people with a common interest. We envision a condition where people learn to communicate, where there can be a sense of connection and interchange of thoughts and ideas. To develop 'community' means to expand and realize the potentialities of the place and people and to bring gradually to a fuller, greater, or better state."[8]

To fulfill its purpose in society, Gleazer states that the community college can engage in three general types of activities. It can take a reactive stance and respond to obvious needs and pressures, it can take a directive stand and analyze the community and offer proposals to solve the various problems, or it can take a cooperative approach and work cooperatively with the citizens and other agencies identify their problems, their resources and their solutions.[9]

The remainder of this article tells the story of one community college that is currently practicing the philosophy of cooperative service. In Hutchinson, Kansas a process of community education is developing that is based on the synergistic concept that the sum of the whole is greater than the sum of the individual parts. In Hutchinson there are over forty-six agencies that have education as one of their primary missions. Prior to the development of a comprehensive program of community education each agency attempted to serve the needs of the community in isolation from the other service organizations.

In 1977 some staff members at Hutchinson Community College, the unified school system, the department of recreation, and several other service organizations began to discuss the process of community education. For the purposes of discussion they defined community education as "a process by which a community can marshall all of its resources, both material and human, to identify and solve its common problems.[10] In January of 1978 William L. Hawver, Superintendent of Hutchinson schools, initiated the formal process of sending a letter to forty-five persons representing the various agencies in the community that provide services to the city's citizens.

The letter expressed a desire on the part of the schools to host a meeting at which the various agency representatives could discuss, and become familiar with, the concept of community education. The hope was that there would be enough interest to form a task force of agency and community leaders to explore the concept, analyze the needs of the community, and to recommend programs and activities to meet those needs.

Prior to the initial meeting several "major" providers began to visit other agencies in the

community. The initial leadership was provided by Dr. Hawver, Richard Fritschen, Director of Community Education for the schools, Mr. Les Keller, Director of the Hutchinson Recreation Commission, Mr. Bill Carroll, Director of the YMCA, Dr. David Cothrun, President of Hutchinson Community College and Jack Morris, Director of Continuing Education at the community college.

At the first meeting over eighty-five percent of those agencies invited attended and heard a general presentation by a member of the staff of the Kansas Center for Community Education. Within six months, over fifty agencies formed the Community Education Council of Hutchinson and Reno County. After two and one-half years of existence, community education has transformed a community of organizations and agencies that were working independently into a community with a comprehensive program of community education and community service. Competition and needless duplication have been greatly reduced. Each agency works more closely with others and a strong program of information and referral services has developed.

Each community is unique, and the development of community education will be different in every community. However, the true process involves more than a list of programs and activities. It must include local development, local control, a feeling of local ownership, and a feeling by the participants that they can have influence and are involved in decision-making and problem-solving.

The benefits that have resulted from the activities of the Community Education Council of Hutchinson and Reno County, Inc. have been many and substantial. Those benefits include: better coordination of volunteer and community programs; reduced duplication of services for more efficient use of tax dollars; bilingual classes being taught by volunteers in some neighborhood schools; the opening of public school buildings to individuals, groups, and agencies in the community for use after school, evenings, and week-ends; and, a newspaper tabloid listing published twice-yearly of all of the services available from the many agencies. The three main benefits, to date, for Hutchinson Community College have been the opportunity to utilize the classrooms of the public school system for expanding Evening College Program, the awareness of the programs and activities offered by the other agencies in town, and a significant increase in positive public awareness of the community college and its programs.

The need for agency cooperation has never been stronger. American society is undergoing a series of upheavals from which an increasing number of new needs and agencies are emerging. At the same time cynicism seems to be increasing. People are beginning to distrust many traditional agencies, including the community college. There is a grave crisis today between the people and service agencies. However, the people have a great need for the services that these agencies provide.[11]

The community college has the unique opportunity to attend to this problem by making a deliberate effort to develop a sense of community. The community college can help agencies and citizens join hands and discover the mutual benefits of that interaction.

Robert J. Shoop is Director, Kansas Center for Community Education and associate professor, Kansas State University. Jack W. Morris, is Director of Continuing Education, Hutchinson Community Junior College, Kansas.

Notes

1. E.J. Gleazer, *Values, Vision and Vitality*, Washington, DC: AACJC, 1980, p. 31.
2. *Ibid.* p. 33.
3. R.J. Shoop, *Developing Interagency Cooperation*, Midland, Michigan: Pendall, 1979, p. 8.
4. E.J. Gleazer, *Op. Cit.*, p. 8.
5. R.J. Shoop, *Op. Cit.*, pp. 10-11.
6. R.J. Shoop, "Agency Cooperation: A Strategy for Service," *C/O: Journal of Alternative Human Services*, Spring 1978, Volume IV, Issue 1, p. 22.
7. E.J. Gleazer, *Op. Cit.*, p. 11.
8. *Ibid.* p. 38.
9. *Ibid.* p. 37.
10. R.J. Shoop, *Developing Agency Cooperation*, p. 12.
11. *Ibid.*, p. 36.

UNIVERSITY OF CALIFORNIA
ERIC CLEARINGHOUSE FOR
JUNIOR COLLEGES
96 POWELL LIBRARY BUILDING
LOS ANGELES, CALIFORNIA 90024

MAY 8 1981